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The National Municipal Review

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NEWS for League Members

Kansas City Plans Conference

Representatives of 50 Kansas City civic organizations met recently at the Continental Hotel in that city at the invitation of John B. Gage, regional vice president of the League, to make plans for the November 7-10 National Conference on Government.

Allen H. Seed, Jr., League assistant director, talked to the group about the Conference and upon his return to New York reported enthusiasm for the League's 60th meeting, which will be held in the Hotel President.

Mr. Gage was chosen chairman of the sponsoring and arrangements committee. Clinton W. Kanaga, Jr., president of the Kansas City Citizens Association, and Mrs. Gil Miller, president of the League of Women Voters, were elected vice chairmen. Cliff C. Jones, president of R. B. Jones and Sons and member of the League finance committee, will serve as treasurer.

Mr. Kanaga said the committee would be enlarged to include representatives of civic groups from all of Missouri and Kansas as well as Kansas City itself.

Among the organizations represented at the meeting were the Kansas City Citizens Association, Parent-Teachers Association, Community Councils, Citizens Regional Planning Council, Chamber of Commerce, Women's and Junior Chambers of Commerce, Kiwanis and Rotary Clubs, League of Women Voters, Kansas City University, University of Kansas, Boys Club, radio stations and others.

Allen H. Seed, Jr., addressing the organization luncheon in Kansas City, Missouri, on March 24. Seated at the speaker's table are, left to right, Winifred Wilder, executive secretary, Citizens Association; Blanche Barnett, former president, Women's Chamber of Commerce; Richard Righter, Chamber of Commerce; Mr. Seed, Clinton Kanaga, Jr., chairman, Citizens Association; Mrs. John B. Gage, Mrs. Gil Miller, president, League of Women Voters; Harold Mann, president, Community Councils; Hayes Richardson, director, Kansas City Department of Welfare.

League Council Holds Mid-year Meeting

An old NML custom has been revived in the all-day spring council meeting scheduled for May 7 at the Waldorf-Astoria Hotel in New York. The meeting was called by President George Gallup in accordance with instructions voted by the Council at the meeting in Richmond last November.

Main business of the session is consideration of the report of the Survey Committee chaired by Cecil Morgan. The Committee's report, based on recommendations in the "evaluation" of the League's program and operations by Dr. Joseph E. McLean of Princeton University, was mailed to council members in March. A major feature of the report is a revision of the League's constitution, to be submitted, subject to Council approval, for adoption at the November membership meeting in connection with the National Conference on Government in Kansas City. The proposed constitution includes a new statement of League objectives.

In the early years, the Council regularly held two meetings annually. The last spring meeting was held in Chicago in May 1933. Since that time, the Executive Committee has acted for the Council on all matters coming up between annual meetings.

Larsen Awarded Staff Fellowship

William F. Larsen, assistant profes
of political science and director of
Public Administration Clearing Servi
University of Florida, has been award
the National Municipal League St
Fellowship for 1954-55. He will j
the League st
in July on a o
year leave of
sence from
university.

William F. Larsen

Mr. Lars
earned his B
and M.A. degr
from the Univ
sity of Tenness
and has comple
all his Ph.D.
quirements, save his thesis, at the U
versity of California. During Wo
War II he served with the army
Europe. He has taught at the Univers
of Tennessee and The Citadel
Charleston, South Carolina. He is c
rently educational consultant to
Florida civil defense director and is
the board of directors of the Flor
Planning and Zoning Association.

Meeting of the NML Staff Fellowship Committee at the American Society for Public Administra Conference in Chicago, March 20. Left to right, John E. Bebout, League assistant director; Joseph McLean, William N. Cassella, Jr., present Staff Fellow; Edwin O. Stene, Winston W. Crouch, Edw W. Weidner, Guthrie S. Birkhead, former Staff Fellow; Roscoe C. Martin, chairman; Lee S. Gre and Alfred Willoughby, League executive director.

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Editorial Comment

Pledges Against the Future

This guest editorial is extracted from a report under the same title prepared by the Pennsylvania Economy League. The report says very well some important things that apply to state government in general. —EDITOR.

PENNSYLVANIA'S government, not unlike other states, has a built-in habit of acting first and facing the consequences later. By the terms of the constitution the governor cannot succeed himself and, humanly, is most concerned with what will happen in his own four years of administrative responsibility. Each legislative session is an organism unto itself, with only one-half of the Senate's membership certain of returning to legislate again. The sessions are held only every other year, and the lapse of time works against continuity of policy. By ancient custom, the legislators adjourn in the high spirits that come from a sense of relief—that session's days of responsibility are over!

No one in official life has the obligation of observing the long-term trends in state government in Pennsylvania, particularly in the growing involvements of the state with local governments. In theory, the state has its jobs to do and the local governments have theirs. In practice, the state now devotes a major share of its total revenues to local purposes and the legislature's liveliest issues are the ones which relate to local governments, their powers and their finances.

A citizen's organization whose purpose is better government at less cost everywhere in Pennsylvania does have such an obligation, and the Pennsylvania Economy League accepts it fully.

Because the league has a state office which deals directly with the state government at all times and with the legislature during sessions, it is able to grasp the problems of state administration and to understand and interpret the state official's approach to them.

Because the league is also a local organization, with branches in 23 populous counties of the state, it is able to make true estimates of the effect of state programs in the municipalities and to understand and interpret the local official's problems and decisions.

To the league, the interaction of state policies and local administration is one of the continuous processes which we clock and test and predict. We are able, as few others are, to see it through its whole development—in legislation, in state administration and in local government.

We are also able to take our time. The elected official is a crowded man, racing against the calendar, the next election and the momentary pressures. The league has permanence. We have our pressures too—the multitudinous things that must be done in a hurry—but we are conscious that, every so often, we must stop to look at the long-term trends in the governmental areas which we service.

As it seems to the league, the strongest pressures against state finance will arise from the state's obligations to education, public health and stream purification. The pattern is one of increasing support by the state of locally-administered functions, usually because the state has chosen to enforce certain standards by law or to encourage their adoption by offers of financial aid.

Obviously, there will be an effect on the state's budgets in future years. Obviously, too, it should not creep up on us as a surprise. The programs should be estimated as to cost and value, and the citizens of the commonwealth should know what they are in for in terms of money and what they will get in terms of service. The Pennsylvania Economy League has charted this area of intergovernmental action as a major field of exploration.

It should be made very clear that the league's listing of these areas where state finance is affected by commitments to local governments does not indicate opposition to the theory of state matching funds, or necessarily to the purposes to which the various programs are dedicated. We do strongly believe that intelligent fiscal planning for the state and for its local governments must take these programs into consideration, not only as they now affect the state's budget but as they are likely to do so in the future.

There should be no blanket condemnation of them as "give away" programs on the part of the state, but there should be constant reexamination of them from the standpoint of effectiveness, economy and equity in distribution. The large cities believe that state aid programs are usually weighted against their interests. There is a steady tension in all grants-in-aid programs as to how much jurisdiction the higher unit of government should exercise over the expenditure of the funds it distributes. There is the danger of the state making commitments beyond its ability to pay. And, above all, there is the lack of a coordinated long-term understanding of the range of these problems, a lack of continuity in the state's observation of them, and a lamentable failure to relate them one with the other with respect to their final impact on the state's finances.

The commonwealth of Pennsylvania is sadly in need of an official planning body, reporting directly to the governor and the legislature, with an overlapping membership that will give it a sense of allegiance to the state and not to any particular administration. The existing State Planning Board is obviously limited by its subordination to one department of the state government and by a relatively narrow field of operations. A properly established planning agency would accept responsibility for projecting and constantly evaluating the long-range objectives and needs of the commonwealth.

Municipal 'Charm School'

Milwaukee teaches its public servants how to get along with their bosses, the taxpayers, during the day's work.

By MICHAEL COSTELLO*

A MILWAUKEE man named Johnson telephoned city hall one afternoon last winter with a complaint. He was an honest, hardworking citizen, a taxpayer, a home owner. At the moment he also was the maddest man in Milwaukee.

"This the tax commission?" Johnson yelled. "You bet there's something you can do for me. I'm warning you I'm not going to keep on paying taxes and have you . . . ."

"What seems to be the trouble, sir?" the calm voice at city hall asked.

"Trouble? Listen, mister, and I'll tell you! You're not going to get away with it. Not for a minute! I just get home from work and what do I find? My wife shows me what you blankety-blank fools have been doing to my property today. With the taxpayers' money, yet. Bunch of surveyors come out on account you're going to blacktop the street. So what do they do? They raise the curb line nine inches! So when it rains the curb will push the water back in my lawn and down my basement windows! I tell you, I'm not going to stand . . . ."

"Just a moment, sir," the city hall voice, still unruffled, broke in. "You have the wrong department, but . . . ."

"That's it! Always give the taxpayer the run around!"

"Not at all, sir. Give me your address and I'll take it up with the engineers at once. I'm sure they'll come out to see you right away."

Johnson gave him the address and hung up. What good did it do to argue with a fellow who refused to argue back? And within two hours a young city engineer was rapping politely at the Johnson door. It turned out he was the sensible sort of engineer who would listen to a practical man. The two stood in the street and studied the curb line. Johnson had taken out his own steel rule, just in case there might be an argument. The engineer borrowed the rule, asked Johnson to help him measure. Thus it was Johnson who discovered that the curb was not nine but four inches too high.

"This curb settled since it was put in four years ago," the engineer said pleasantly. "Built on a fill over an old celery farm, just like your lot. If you want, when we make the cut in the next block, we'll dump a couple of loads in your yard. You can smooth it off yourself. That will protect your property and not cost anybody anything. I certainly want to thank you for calling it to our attention. Wish more people would do that."

"Come in and have a glass of beer," Johnson said.

Taxpayer Johnson and thousands of other Milwaukee citizens each

*Michael Costello is a pen name used at times by Karl Detzer. Mr. Detzer, writer and former newspaper publisher, is a member of the council of the National Municipal League. This article may not be republished, in whole or in part, without permission.

day encounter this cheerful, cooperative attitude on the part of their public servants. Librarians and garbage collectors, telephone operators and tax assessors, museum guards and water department clerks, top officials and lowly employees in every branch of the city government go out of their way to give their ultimate bosses, the taxpayers, the best possible service in the friendliest possible manner. The voters love it.

For generations the people of the beer city by the lake have been accustomed to good public service. In spite of an obsolete municipal government structure and unwieldly, outgrown methods, Milwaukee has been one of the best run cities. But of late something new has been added.

'Charm School'

The people call it the "Charm School"—a unique institution operated by the city to teach its employees how to deal pleasantly and efficiently with the public and with one another. In six years more than 1,000 municipal workers (about one in five), ranging from common laborers to department heads, have been graduated from the course. The clerk who took Johnson's telephone call and the engineer who borrowed his rule to measure the curb both were graduates. Eventually all city employees must take the course, except policemen—who have their own excellent training program—and teachers in the public school system.

The Charm School is the brain child of Mayor Frank P. Zeidler, a smart, rigidly honest 41-year-old administrator. Graduated from local schools, he is the son of a local barber. His brother was mayor before him, left office to join the Navy in World War II, and died in the Pacific.

Shortly after Frank Zeidler took office in 1948 he attended a picnic at which he heard several irate citizens discussing what they called "the run-around at city hall." Investigating, he found that several city employees, when faced with taxpayers' complaints, had tried to shunt them off on other departments. That is not hard to do in Milwaukee, which lists some 50 boards, commissions, departments and divisions of government in its municipal directory. Zeidler decided then and there that the practice must stop.

For aid he went to his old friend, William F. Rasche, director of Milwaukee's outstanding vocational school.

"I'm having trouble, Bill," the mayor said. "Do you have any courses that teach people how to get along with one another?"

"No," Rasche admitted, "but it sounds like a good idea."

That's how the Charm School was born. The two men planned it together and Zeidler set it up in the municipal civil service division, which hires and keeps the records of all employees. In charge he placed the assistant director of civil service, a pleasant, enthusiastic public servant named Ovid B. Blix. From the vocational school faculty, Rasche sent Miss Evelyn Shaw, whose training in psychology seemed to fit her for the job, to act as teacher.

The school term is four weeks. Classes run one hour each, two mornings a week, with from 18 to 25

students to a class. They attend on city time. It would be hard to find a more diverse group anywhere than the men and women of a typical class—accountants, labor foremen, telephone operators, engineers, stenographers, bridge tenders, public health nurses, planning analysts, tree surgeons, architects, garbage collection supervisors, punch-machine operators. Veterans and new employees quickly find that no matter what their jobs they face the same problems.

Conduct of Classes

"The more diversified, the better the class," Miss Shaw explains. "The laborer digging a hole in the street in front of some unhappy citizen's home and the girl answering a complaint on the city hall telephone may seem to have nothing in common, but underneath we find the same knotty human equations. In our classes we show how common courtesy makes everyone's job easier."

Time and again the school has proved that a librarian, by sharing what she has learned while dealing with the public at a check-out desk, can help the garbage collector, and that the garbage man in turn can assist the librarian. Architects, accountants and sewer workers, by pooling their wisdom and practical knowledge, solve headaches for one another. The youngsters supply enthusiasm, the old-timers solid judgment based on experience.

Classes are most informal. There are no lectures. Miss Shaw merely acts as discussion leader. One of her tasks is to keep everyone from talking at once when some problem common to all departments comes up for solution. Each member of each class brings personal experiences and convictions he wants to share.

At a recent session a museum guard brought up an awkward situation that long had troubled him. "I hate to talk about this here," he said, blushing hard and looking at the ceiling, "but a museum, it's a big place, with all kinds of shadowy corners and the like, and a fellow can't be everywhere at once. So these kids . . . well, there's too many of them and, when you do catch 'em, why they . . . I tell you, you've no idea."

"Oh, yes, we have a very good idea," a young librarian said. "Have you ever been in the stacks of a public library? The necking that goes on back of the biology shelves. . . ."

No one laughed. This was serious business. After a moment a park department laborer spoke.

"What if you had 40 acres of shrubs and bushes and flower beds? Me, I keep an elm club handy. When these kids begin to give me their lip, well, I chase 'em."

A public health nurse said suddenly, "I know how you feel about it, and why. But you're not going to drive young love out of a museum or a library or a park with a club. You just enrage these kids when you chase them. Why don't you say, 'Look, kids, I don't want you to get into trouble,' and act friendly. Be on *their* side. Pretty soon you'll find they're on yours."

One of the things stressed in every class is the opportunity all city employees have to help citizens save face. Milwaukee's police department

has used this psychology for years with excellent results. Now the city is trying to make it universal.

"No matter how wrong a person may be, give him a loophole through which he can salvage his self-respect," Miss Shaw tells her students. "No one likes to be told he's 100 per cent wrong. And in even the most unreasonable man's argument there must be some point on which he is right. Watch for it. Agree heartily with it. That way you save his face and he will listen with less hostility to what you have to say."

New Type Class Book

At the first meeting of each class, every member receives the "Charm School Textbook," a small blue card on which the entire course is printed in 100 words. One side lists four steps to take in every public contact; on the other side are "tips for a city employee to remember."

The "tips" are these:

"My time is the taxpayers' money, entrusted to my care. I must invest it well. Service to the public is my duty. The public is made up of individuals who must be understood and dealt with as such. It is always smart to be courteous."

The four steps are just as simple:

1. GREET individual or group promptly, pleasantly, courteously, sincerely.

2. LISTEN attentively and patiently. Get the facts.

3. PROVIDE information, material, service, or . . . .

4. REFER to proper authority. Do everything possible to close the interview on a friendly note. Follow up when necessary.

The students often pair off, after the first few meetings, and bring their problems to class in dialogue form, one impersonating a taxpayer, the other a harassed city employee. When they have finished they ask the class what they have done wrong, how they could have done better. Lively discussions follow.

The school teaches the employee to listen attentively and carefully, to be sympathetic but cautious, to promise nothing that he isn't positive he can deliver. Because any municipality is bound up in red tape and hedged in by legal restrictions, many citizens have a hard time understanding why certain seemingly reasonable things cannot be done. The Charm School pounds home the necessity of explaining simply, patiently and at length, until even the most obtuse taxpayer understands.

The good effects of the school can be felt even among employees who have not yet attended a class. Participants go back to their departments full of enthusiasm and share it with their fellow workers. The fire-alarm office is an example. So far, only the supervisor has "been to school," but the dispatchers who man the switchboards reflect school training.

As in most cities, bewildered Milwaukee residents call the fire department with requests for all kinds of services and assistance which the city for many obvious reasons cannot be expected to render: there's a dead rat in a house wall, a landlord is stingy with his heat, a toilet will not flush, there's a cat up a tree, a neighbor has a barking dog, small boys are making life hideous in a

quiet street. In most towns these complaints get short shrift.

"This is the fire department," the dispatchers say. "Is anything burning? Then why call us?"

The Milwaukee dispatchers listen patiently, sympathize properly, offer suggestions, and volunteer to refer the matter at once to the proper department.

The city instructs employees in how to deal pleasantly not only with the public but with each other. Any organism as complex as a city administration contains overlapping jurisdictions that lead to departmental quarrels. Too often employees "pass the buck" on difficult decisions.

The Charm School teaches city workers how to avoid this whenever possible, and why. Recently a truck driver, employed by one municipal division, applied for reinstatement after he had been discharged following an accident. The discharge may have been a mistake for there was nothing in the record to show that this driver had been at fault. But his application for reinstatement came in too late. Under the law he had three days to apply, but in typing the man's notice a stenographer had written "30 days" and then erased the zero imperfectly. It was a fine chance for a row.

"I read that for 30 days!" the driver insisted, "and this is only the seventh day."

"I'm sorry," the Charm School graduate said. "The law is specific. But maybe we can fix it up some other way." She carefully avoided blaming the driver for being late or the stenographer for carelessness. Instead, she looked up the driver's record, found that in seven years he had been involved in no other accident. Then she helped him apply for a different job in another department—one that paid lots more than the lost job.

"It was the polite thing to do," she later said.

Mayor Zeidler has placed graduates on around-the-clock duty at city hall telephones to answer questions or receive and act on complaints. No matter what hour of the day or night an irate or unhappy citizen calls his city government, he gets courteous attention. Usually the specially trained complaint clerks are able to answer questions immediately or to set in motion the machinery to handle the matter promptly.

Hope Comments

Milwaukee's visitors detect this new sense of civic responsibility engendered in employees by the school. Comedian Bob Hope, reading of the school in the paper, was much impressed by the politeness of the public servants.

"When one garbage collector meets another in a Milwaukee alley these days," Hope said to his radio audience a few nights later, "he takes off his hat, bows from the waist and says, 'Sir, it's your turn to pour!' "

The taxpayers love it.

New York Area Still Stymied

Despite some consolidation and the use of palliatives, metropolitan region does little to solve its problems.

By PAUL STUDENSKI*

AFTER AN interval of a quarter of a century there is a conspicuous renewal of interest in the problems of government of metropolitan areas. Inquiries into possible ways of improving existing organization and procedures are being considered in many areas.

In the efforts made in the New York region along these lines two periods stand out, that of the 1890s and that of the 1920s. Whether the region is on the threshold of another active period of attack upon this problem remains to be seen.

During the 1890s a comprehensive and highly imaginative, but still only partial, solution for the problem of organization of metropolitan government in the region was devised and applied. This was the consolidation of more than a hundred local governments, comprising what was then known as Greater New York, into the present City of New York.[1] It was only a partial solution, however, inasmuch as it applied only to that portion of the area that lay within the borders of the state of New York and did not touch upon the New Jersey and Connecticut portions.

Consolidation was only a partial solution because it did not provide a practical pattern for future treatment of further extensions of the area. The consolidation could not be repeated indefinitely for, meanwhile, a strong reaction against their absorption by the central city had developed among the communities not embraced in the consolidation.

The borough form of government, adopted as the cornerstone of the consolidation, did not reserve enough self-government to the annexed communities and even this small measure was further curtailed in succeeding revisions of the city charter, so that the consolidated city ended up with having a fairly unitary type of government. At the same time the administration of this fairly centralized city did not always prove to be competent and free from corruption. Many suburban communities in the area could boast of better governments. The consolidation was unquestionably beneficial and no sane person ever proposed to undo it. But its benefits were somewhat marred by a loss in citizen participation in government. The advantages

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[1]For a fuller account of the manner in which the consolidation was carried out and the government of the consolidated city reorganized later, see *Regional Survey of New York and Its Environs,* Volume II on *Population, Land Values and Government,* Chapter 6, by the author. Committee on Regional Plan of New York and Its Environs (now Regional Plan Association), New York, 1929.

of extending the boundaries of the city still further appeared to be dubious to most citizens who gave any thought to the subject.

All these considerations eventually prompted suburban communities in the New York and other metropolitan regions in the state to institute a move which would protect them against similar forcible annexation by a central city. An amendment to the state constitution, submitted to the people and adopted in 1927, prohibited annexation by a city of any territory against that territory's will. Thus a death knell was sounded to any future attempt, either in the New York or in any other metropolitan region in the state, to repeat the feat of the New York City consolidation of 1898.

Period of the 1920s

During the 1920s altogether different approaches to the problem were initiated. The war and the postwar boom had brought to the New York Port and to every other central and suburban segment of the region a tremendous increase in industry and population and, along with it, colossal traffic congestion and other problems requiring action on a grand scale.

New York and New Jersey were impelled to act jointly upon some of these problems, creating first the joint Bridge and Tunnel Commission and next the Port of New York Authority, while also acting separately upon other problems affecting the comfort and well-being of the populations of their respective sections of the region. Several *ad hoc* authorities and commissions, such as the North Jersey District Water Supply Commission, the Long Island Park Commission and the Jones Beach Park Authority,[2] were set up by the two states.

At the same time, private civic effort brought about the organization of the Committee on Regional Plan of New York and Its Environs, predecessor to the Regional Plan Association, for a thorough study of the resources of the region and their best utilization for the benefit of all its people. It was the hope of the founders of the association to provide a pattern of development of the region which could serve as a guide to the local governments in their future individual or joint work.

The rapidly growing suburban populations of Westchester and Nassau Counties in New York and Hudson and Essex Counties in New Jersey began to turn to their county governments as the most suitable agencies for the care of some of their broader and most urgent needs. To enable these governments to do this job effectively, power to modernize county structures was sought.

During this period, the National Municipal League set up a Committee on Metropolitan Government to make a comprehensive study of the problem of metropolitan government in every major metropolitan area in the country. In the course of this study, the various solutions devised and applied up to that time, or being currently undertaken, were indicated, explored and appraised.[3] By crystal-

[2]For a fuller account of the genesis of these and other special authorities, see chapter 5 in the above-mentioned Volume II of the Regional Plan Association.

[3]*Government of Metropolitan Areas.* Report prepared by Paul Studenski with

lizing the thinking on the problem by civic leaders and students up to that time, the study laid the foundation for more enlightened action in the future.

All in all, the period of the 1920s was highly productive of new ideas and approaches to the problem. The solutions applied were of partial nature but they were quite effective within their particular narrow spheres.

Among the individuals who made great contributions to these developments were Julius Henry Cohen, architect of the Port of New York Authority; Frank H. Sommer, dean of the New York University Law School, one of the creators of the North Jersey District Water Supply Commission and chairman of the Committee on Metropolitan Government of the National Municipal League; Professor Charles E. Merriam of the University of Chicago; and Dr. Thomas H. Reed, a member of the League's Committee on Metropolitan Government, who has made a number of significant metropolitan government studies.

The Past Quarter Century

The outbreak of the depression of the 1930s interrupted this buoyant local activity by diverting public attention to critical national economic and financial developments. The outbreak of World War II similarly tended to detract public attention from the continuance of any major endeavor along that line. It would be a mistake, however, to conclude that all further activity in this field was suspended in the 1930s and the greater part of the 1940s and that no progress towards the solution of the problem was made in either the New York or other metropolitan regions. Progress merely became slower. It consisted mainly in the elaboration on a moderate scale of the partial solutions indicated or applied during the earlier period. But there were also some new approaches of no small importance. Progress has proceeded along seven major lines.

First, the federal government has assumed a larger share of responsibility for certain problems in the area, both by direct administration of certain functions and by the extension of grants-in-aid to certain local functions. Examples are WPA, PWA, FHA and public housing activities during the depression and development of extensive services and aids to veterans as well as aids to civil defense, highways, airports, welfare, school lunches and other local projects and activities during the war and postwar periods. Most of these activities were carried on by the federal government everywhere in the country. But, in their application to the New York and other metropolitan regions, they were necessarily planned and carried on, to some extent, with a view to the needs of the region as a whole.

Second, the state governments of New York and New Jersey have expanded administrative services and grants-in-aid considerably in their respective segments of this area, as exemplified by the construction and operation of extensive parks, parkways and other recreational facilities, mental hygiene hospitals and clinics,

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the assistance of the Committee on Metropolitan Government, National Municipal League, New York, 1930, 405 pp.

institutions of higher learning, maintenance of unemployment insurance and employment offices, and provision of facilities for civilian defense, as well as by furnishing increased state aids to arterial highways, health departments, hospitals, schools, welfare and like local functions.

Even though these services and aids were not devised exclusively for metropolitan regions, they filled important needs and furnished a binding and coordinating element for the activities of the individual communities in these particular fields.

Third, the functions of the New York Port Authority were expanded considerably as they came to embrace a vast variety of transportation problems. Its status as an agent of the two states has enabled it to concern itself with the problems of the whole area in a manner not available to any other governmental agency in the region. This extension has taken place both through the absorption by the Port Authority of the functions of the New York and New Jersey Bridge and Tunnel Commission more than twenty years ago and by other means. The Port Authority today operates bridges and tunnels, marine and inland freight terminals, airfields, bus terminals, docks and certain other port facilities. By such vesting of responsibility in the Port Authority, the multiplication of special interstate and intrastate *ad hoc* authorities has fortunately been avoided. The only factor which has kept the Port Authority from extending its functions even further is its lack of taxing powers and limitation to the strictly business type of undertaking.

Fourth, some county governments in suburban sections of this area have been modernized; and all county governments therein have been charged with additional administrative and fiscal responsibilities. In this way the smaller geographic units —towns, cities, villages and boroughs —have been relieved of some of the responsibilities which they could not adequately perform.

Fifth, many school districts and improvement districts in rapidly growing suburban areas have been consolidated over the past 25 years. The formation of central school districts particularly has gone apace under special financial encouragements from the state. It represents an exceedingly wholesome development of particular importance in a metropolitan region.

Administrative Improvement

Sixth, the administrative structure and fiscal powers of New York City, and of some of the other cities, towns, villages and boroughs in the region, have been improved and strengthened considerably through their own efforts and through encouragement by the state government. This has made it possible for these governments to handle more effectively the various problems peculiar to a metropolitan population.

Seventh, closer cooperation has developed among federal, state and local administrative officials engaged in the same type of activity in the area—public health administrators, highway officials, social security and welfare administrators, and so on. This cooperation has been exceedingly fruitful even though carried on in a quiet and unspectacular way.

On the other hand, during the last 25 years no progress has been made along the lines of any substantial annexation by a city of adjoining territory or of any consolidation of cities, towns and villages into a larger city. Nor has there taken place any consolidation of a city and county government. New Jersey is, perhaps, the only segment of the region in which some accomplishments along these lines may still be expected. But at the moment there is little sign of activity.

A Comprehensive Solution?

No progress has been made towards any comprehensive solution of the problem. The idea of the formation of some type of federated or dual metropolitan government—the dream of any student of the question—has not advanced a step.

Manifestly, before any such comprehensive solution could be seriously attempted, some type of informal consultative assembly of the representatives of the constituent communities would have to be instituted. This undoubtedly could come about only through the initiative of the communities themselves, encouraged possibly by the authorities of the two states. And this, in turn, would require a fairly strong awareness among the peoples and officials of these communities in both New York and New Jersey of the essential community of their interests.

But such a strong consciousness of metropolitan unity is still lacking in this region. North Jersey particularly considers itself to be somewhat apart from the New York segments of the area; and Westchester, Nassau and Suffolk Counties, New York, have a strong self-consciousness of their own. The situation in this respect is no different from that obtaining in any other metropolitan region, except that it is much more complicated. It explains why the hope expressed 25 years ago in *The Government of Metropolitan Areas*, that there would be in the metropolitan regions of this country "considerable experimentation in the near future with various plans for federated or dual metropolitan government," has remained unrealized both in New York and elsewhere.

In assaying the possibilities for achieving results along these lines in the New York area, consideration needs to be given to the difficulties which would be encountered in securing approval by the legislatures of the two states to any formalized type of federated government which would transcend state lines. Clearly, practical steps towards the realization of any such comprehensive solution of the problem in this region must await a more propitious time and the emergence of more inspiring civic leadership than has been available so far.

Prospects for the Future

It seems likely, therefore, that progress towards the solution of this governmental problem will continue to be made for some time mainly along the lines of a further elaboration of the various partial solutions so far indicated and applied or of the initiation of new similarly partial solutions. Even this will require considerable leadership on the part of civic groups and public bodies in this region as well as the two state govern-

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Conference Values to a City

Richmond's civic batteries charged, interest in public affairs sharpened by League's meeting, city leaders say.

By JULIAN C. HOUSEMAN*

RICHMOND business and civic leaders who asked the National Municipal League to bring the National Conference on Government to Richmond last November were looking for something more precious than dollars. A survey of opinion among these leaders three months after the Conference reveals that they feel they got what they wanted: wide ranging discussion of modern municipal government and effective citizenship that gave the community a needed shot in the arm.

Five years earlier Richmond had experienced a spectacular civic awakening which had done away with a cumbersome, old-style city government, built on a two-house legislature, and replaced it with a modern council-manager system. The people who had been chiefly responsible for that awakening felt the time had come to appraise the progress made against a background of knowledge and experience in other communities.

In the 25 Conference sessions and in corridor discussions at the Jefferson Hotel, November 8-11, Richmond people found themselves comparing notes and trading experiences and ideas with hundreds of the most effective civic leaders and forward-looking public officials drawn from all parts of the country. The people of the city responded eagerly to the opportunity offered. Registration at the Conference exceeded all previous meetings held by the National Municipal League. Newspapers and radio and television stations were estimated to have broken all previous records in giving space and time to the meeting. Almost ten solid newspaper pages of type—more than 77 inches—were devoted to the conference; there were sixteen radio and three television programs.

Many of the sessions had been planned in consultation with local people to meet particular needs, for example, those on "Effective Citizens' Associations," "Municipal Public Relations" and "The Citizen and Juvenile Delinquency." Sessions on "Relationships of Council and Manager" and "Policy-making Machinery in the Council-Manager Plan" brought outstanding city managers and members of city councils together for discussion of many of the problems that Richmond's city manager and councilmen had been working out together since the new charter went into effect. Other sessions of special local interest were spotted by the executive director of the Chamber of Commerce, who said: "Tops in interest were the discussions dealing with business and professional men in civic affairs, annexation, a live question in our city, the future conservation

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policies and the youth program which took in both high schools and colleges."

The success of the Conference and its deep impression on the city were not unexpected. In fact, it was more or less taken for granted when the team of L. E. ("Duke") Marlowe and Ed. P. Phillips took over as co-chairmen of the Arrangements and Sponsoring Committee. Both veterans in civic affairs, leaders in bringing good government to their city, these men do not seem to know the meaning of the term "second rate." Phillips is a National Municipal League regional vice president, Marlowe a member of the Council.

As a first step, they set about interesting every men's and women's organization in Richmond in the Conference. Then they went to the business and civic leaders to gain further support. By Conference time they had succeeded in tying every phase of the meeting together as meticulously as a watchmaker assembling his timepiece.

While Marlowe organized the adult meetings, Phillips began some pioneering and came up with a youth program which brought Conference facilities directly into Richmond's high schools and colleges.

The timing of the Conference proved to be even more fortunate than its sponsors had originally expected. Just as the city was completing its first five years with its new charter, its first city manager, popular and efficient Sherwood Reeder, had resigned to take over direction of the statewide governmental research activities of the Pennsylvania Economy League. The new government was in effect being tested; even while the Conference was going on, Richmond was looking for a new manager. The time also coincided with a period of increasing attention on the part of the schools to the importance of good citizenship among the students.

Local business turned out at the meetings, and attendance was not confined to top executives. Junior executives, department heads and up and coming business youngsters were given time off from work to participate in the Conference.

This participation by business paid off in big dividends. Some men, who had prided themselves on "keeping abreast" of things, frankly admitted that they carried from the meetings an intense desire to learn more about city affairs. Some others frankly admitted that previously they had only a passing interest in civic affairs, confined chiefly to voting in city council elections every two years. Now they found themselves reading every word in newspaper accounts of council meetings.

Youth Plays Part

The "Youth in Civic Affairs" portion of the Conference was a great success. Conceived by Ed. Phillips the program had the complete cooperation of school and college officials and the active participation of more than 5,000 students. George Gallup, Charles Edison and other League officers and top Conference program personalities addressed eight meetings in senior high schools and colleges.

The students themselves were largely responsible for the success of

the program. They introduced speakers, spoke themselves and surprised the visitors and other older people with their knowledge of government and its functions and, more important, their place in it. More than one of the outsiders who took part in the program reported that it had been their most inspiring Conference experience and that the young people seemed quite capable of accepting the challenge thrown out by Congressman J. Vaughan Gary, who said: "I hope your generation will do a better job of running the world than mine has."

H. I. Willett, superintendent of public schools, has summed up the Conference: "We feel that this was an outstanding experience for our teachers and pupils and that the Conference in general made a great contribution to civic education."

Virginius Dabney, editor of the *Richmond Times Dispatch* and one of the country's leading editorial writers, probably described the Conference's impact on the entire population better than any other person. He said: "The fact that the Conference was held in Richmond and the large amount of newspaper, radio and television coverage were bound to make the local citizens conscious of the nation-wide interest in municipal government. Even if these newspaper accounts were not fully read, the large amount of space they occupied had to have a psychological effect to the point that there should be more interest in local affairs. The Conference served to bring modern municipal government into virtually every home in our community."

Richmond has a city council election in June and here a true measurement of the Conference's impact may be seen. The Richmond Citizens Association, which helped bring the new form of government to the city, will certainly capitalize on the opportunity to get out the biggest vote yet in the city's history.

The League's eighteenth Annual Conference was held in Richmond in 1912. Richmond hopes it will not take 42 years to bring the Conference back again.

NEW YORK AREA STILL STYMIED

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ments. How much progress, if any, will be made towards a comprehensive solution will depend upon factors which are wholly unpredictable.

More than a quarter of a century ago, the author concluded the volume which he prepared with the Committee on Metropolitan Government of the National Municipal League with the following words:

> The present chaos in many metropolitan areas is a summons to a broader view and higher statesmanship than has generally been displayed. The state and even the nation as a whole are concerned in the proper governmental organization and development of the great metropolitan regions. These larger interests cannot be sacrificed to the inertia or selfish interests of the smaller political divisions of that region. In the last analysis even state boundary lines will not be able to bar the rational treatment of regional difficulties.

In closing this brief review of the present situation in the New York region, he can not do better than conclude upon this same note.

News in Review

City, State and Nation . . . . *Edited by H. M. Olmsted*

South Dakota Bolsters Legislative Council

Appropriation for Research Increased $35,000 in 1953

THE 1953 session of the South Dakota legislature was research-minded. The germ had been planted in 1951 with an appropriation of $25,000 for a Legislative Research Council. Council activities may have aided in convincing the legislature, lobby groups and the public of the value of more information on governmental problems.

Without any substantial dissent, the 1953 legislature increased the appropriation for the Legislative Council from $25,000 to $60,000 and authorized the council's executive board to make: (1) Little Hoover studies and (2) a survey of the care and treatment of the senile, with additional funds of $20,000 and $25,000, respectively. In another important act, the legislature authorized counties to make a levy "for the conduct of research on local government, employment of research and other personnel, publication of research studies and provision for office expense." State-supported educational institutions could be given financial assistance to conduct research under the terms of this legislation.

These actions by the legislature are now beginning to bear fruit. Griffenhagen and Associates were engaged to make studies of: (1) over-all administrative organization, (2) higher education, (3) the Division of Taxation, and (4) care and treatment of the senile. All four reports have now been released. The first three studies are under the supervision of a Little Hoover Committee and the last named study is supervised by the Senile Survey Committee. Both are Legislative Research Council committees and consist of seven legislators each.

The comprehensive report on over-all administrative organization proposed an administrative structure of 26 principal agencies—consolidating, combining or reallocating some 125 existing agencies. The survey on higher education makes a total of 72 recommendations, including one for a chancellor system.

All South Dakota legislators are members of the Legislative Council. This makes possible continuous contact between legislators and administrative agencies.

On March 29 the Little Hoover Committee began a series of meetings to consider various Griffenhagen recommendations, with heads of state institutions and agencies present. Written comments were submitted by agency heads and, in some cases, where administrative action only was required, recommendations are being put into effect.

Other council activities have included meetings on water law revision, a proposed county assessor system and financing of elementary and high school education. A four-state conference of legislators from Minnesota, Wisconsin and North and South Dakota was arranged for April 29 and 30 in Pierre, with panels on such subjects as reorganization of state government, regional educational compacts, non-resident hunting regulations, state finance, truck regulation and school district reorganization.

In pursuance of the county research bill, over half South Dakota's 67 counties have made appropriations for research purposes, which as presently organized would provide about $3,700 annually if all counties participated. The state university has been designated to carry on

the research studies. Plans are being made for the early publication of a handbook for county government and a magazine on county government to be issued on a monthly basis.

WILLIAM O. FARBER
University of South Dakota

Maryland to Vote on Home Rule Amendment

Maryland will have home rule for its incorporated cities and towns if the voters, at the November 2 election, approve the General Assembly's recent action in granting home rule.

In the past, the only one of Maryland's 140 incorporated cities and towns to enjoy home rule has been Baltimore City. Every other incorporated place has had to depend on the General Assembly for even the most trivial alteration of its laws.

The constitutional amendment authorizes municipalities to amend their charters and local laws so long as such action does not contravene general state law. The cities and towns are not permitted to impose new taxes, and the General Assembly retains authority to enact laws placing maximum limits on local property tax rates and debts. But the General Assembly is prohibited from enacting any law relating to the affairs of a municipality which will be purely local in its effect rather than statewide.

This home rule legislation has long been sought by practically everyone except the legislators and in recent years its passage has been pressed by the Maryland Municipal League, an organization made up of the elected officials of most of the towns and cities, which has been rapidly gaining strength.

By freeing the General Assembly from a flood of local legislation and removing the legislators from the field of surveillance over the affairs of the towns and cities, it is anticipated that they will be able to deal more thoughtfully and thoroughly with statewide matters in the General Assembly.

D. BENTON BISER
Commission on Governmental Efficiency and Economy
Baltimore

Anchorage, Alaska, Annexes Large Area

Annexation of an area of three and one-half square miles to Anchorage, Alaska's largest city, was approved at the polls on February 9 and became official in March, when a final order was signed by the judge of the Federal District Court after denying a series of motions to stay the order of annexation. The area has a population of 3,500, to be added to some 17,000 in Anchorage.

According to the Alaska annexation law, after 30 per cent of the qualified property owners in an area have signed a petition, it is presented to the council of the city to which annexation is desired and then submitted to the district court for a public hearing on the adequacy and justice of the petition. If all is found correct the judge orders an election within the annexation area and within the city and, if a majority of those voting in each area is in favor, the annexation order is signed by the court.

The people outside the city, beginning in 1949, formed three separate public utility districts designed to meet some of their basic needs—no other means appearing available, short of annexation. Alaskan public utility districts are empowered to provide all utilities, fire protection, recreation facilities, road construction and maintenance, etc. It has been contended that such a district is a municipality and that no portion thereof can be annexed to a city. The districts adjacent to Anchorage have not accomplished substantial improvements.

Annexation of an area known as Eastchester (not a public utility district), with a population of about 7,000, was

voted on in 1952 but was defeated in Eastchester. Another section, known as Annexation Area No. 4, included mostly within a public utility district, began to move toward annexation. Petitions from this area and a new petition from Eastchester were submitted and a court hearing on both was held in September 1953. After various moves pro and con, and an intensive campaign, elections were held on February 9, 1954, on both. Eastchester again turned down the proposal by a 55-45 margin, while in the other area annexation was favored by 74 per cent of the voters. In the city both proposals carried by approximately 85 per cent.

After the election the city immediately proceeded to extend services into the newly annexed area, despite several judicial appeals pending in the Circuit Court of Appeals in San Francisco. Road maintenance, police protection and fire-fighting services were extended immediately. Zoning, building and other protective codes likewise took immediate effect.

In order to acquaint citizens with the operation of their new government, a pamphlet for general distribution was prepared by City Manager George C. Shannon.

Revision of Law Proposed

The League of Alaskan Cities has approved a preliminary draft of a new annexation enabling law. Most of the changes are designed to provide for greater flexibility and less cumbersome procedure.

The league program calls for several alternate methods of initiating and carrying out annexation. The present petition method is to be retained but provision is also made for municipal initiative in annexation. It is also proposed that the elections be set by the city rather than requiring preliminary court hearings. Concurrent elections within the city are to be eliminated, the council being enabled to act for its citizens.

A separate method is designed to provide for annexation of uninhabited or sparsely settled territory by not requiring any elections if 50 per cent of the property owners sign a petition for annexation.

The problem of public utility districts would be resolved by providing automatic exclusion from such a district of any part annexed to a municipality. The Alaska Legislative Council is cooperating on this phase of the program.

Victor Fischer, *Executive Secretary*
League of Alaskan Cities

High Court Upholds Philadelphia Charter

Exemption of four offices from control of Philadelphia's home rule city-county charter by the 1953 state legislature was held unconstitutional by the Pennsylvania Supreme Court voting four to three on March 29. The four offices are those of the sheriff, the board of revision of taxes, the registration commission and the city commission. The 1953 legislation attempted to exempt employees of these offices from civil service requirements and to permit political activity by them. The court ruled that this exemption was invalid because it established an arbitrary classification for certain municipal workers and granted special or exclusive privilege and immunity to the four departments.

The court did not clearly decide that the legislature could not enact laws regulating the city. Three dissenting justices took the position that the legislature has full power to alter or revoke a charter at its pleasure.

It also remained uncertain whether complete consolidation of these four offices in the municipal structure could be accomplished by the city council or whether state legislation was required.

Personnel Director Provided for City of New York

An amendment to the charter of the City of New York, to reorganize the civil service commission, has been approved by the legislature and signed by Governor Dewey. It provides for a three-member nonpartisan commission, the chairman of which will be the personnel director in charge of the administration and personnel affairs of the department. He and the two other commissioners are to be appointed by the mayor, with their salaries to be fixed by the board of estimate. The commission has rule-making, appellate and policy-making powers.

Ethics Code Becomes Law in New York State

Governor Dewey on April 14 signed the last of several bills putting into effect the state code of ethics and standards of investigative procedure as worked out by the Lockwood committee[1] and amended to a minor degree in the legislature.

One change was to insert a $25 exemption in the prohibition against the sale of any goods to a state agency by a legislator or an officer or employee of any state agency except by award or contract let after competitive bidding. It was pointed out that the complete prohibition would, for example, prevent a gasoline station, owned by any person affected by the plan, from selling gasoline to state trucks.

The legislative law has been more broadly amended to provide that no committee of either house, or a joint committee, or a subcommittee of such committees, may take testimony at any public or private hearing unless at least two members are present. The civil rights law as amended provides similarly as to temporary state commissions of more than two members, as well as incorporating the code of fair procedure referred to in this section last month.

[1]See the REVIEW, April 1954, page 192.

The code of ethics is made part of the public officers law. The executive law is amended to authorize the attorney general to establish an advisory committee on ethical standards and also to require every regulatory agency to keep a record of attorneys and agents appearing before it as representatives of individuals, corporations, etc., for a fee.

The legislature adopted resolutions establishing committees on ethical standards in each house.

The new laws take effect January 1, 1955.

Council-manager Plan Developments

ELGIN, ILLINOIS, (1950 population 44,223) adopted the council-manager plan by a vote of 6,085 to 5,105 on April 6, to go into effect May 1, 1955. Elgin is the first of 74 commission-governed cities in Illinois to adopt the council-manager plan by referendum. Rochelle, a commission city, adopted the plan by ordinance last year. With Elgin, Illinois is now reported to have 34 municipalities that have adopted the manager plan—eighteen by referendum, sixteen by ordinance. Their total population is given as 662,654.

WHITTIER, CALIFORNIA, (29,265) adopted a council-manager charter on April 13 by a vote of 2,721 to 2,450. The plan is scheduled to go into effect in January of next year.

MISSOULA, MONTANA, (1950 population 22,485) voted 3,465 to 2,836 on March 22 to adopt the council-manager plan, under the state optional law. The plan will go into effect after election of the council on June 24.

BRECKENRIDGE, TEXAS, (6,610) adopted a council-manager charter on March 19, 902 to 427. The plan was scheduled to go into effect May 4.

The city council of PRATTVILLE, ALABAMA, (4,385) adopted an ordinance on January 19, providing for employment of a city manager as administrative head of the city government, with powers as

provided by state law. These include the appointment and employment of all city employees, except the police chief, fire chief and superintendent of municipal utility plant, who are to be appointed by the council. The ordinance provides, moreover, that the manager's term is to be coextensive with that of the council, except that he may be discharged on 60 days' written notice following a two-thirds vote of the council.

On April 13 BROKEN ARROW, OKLAHOMA, (3,263) by a vote of 381 to 363, adopted the statutory council-manager form of government, to go into effect in May 1955.

The town of HAMPTON, NEW HAMPSHIRE, (2,847) voted 441 to 437 for the manager plan at the town meeting on March 9. A similar proposal was defeated last year 518 to 380. The board of selectmen was expected to act soon on the matter of hiring a manager. The meeting rejected a proposal for a nonpartisan ballot 592 to 270.

ROCKPORT, MAINE, (1,656) adopted the council-manager plan, at its annual town meeting in March, by a vote of nearly nine to one. The plan is scheduled to go into effect in 1955.

Additional cities adopting the council-manager plan in 1954 include: MIAMI, ARIZONA, (4,329); APALACHICOLA, FLORIDA, (3,222); CLARE, MICHIGAN, (2,440); MIFFLINBURG, PENNSYLVANIA, (2,259); ORRINGTON, MAINE, (1,895).

EXETER, NEW HAMPSHIRE, at its annual town meeting on March 9 defeated a town manager proposal, 1,070 to 575.

NEWPORT, NEW HAMPSHIRE, at its annual town meeting on March 9, voted 905 to 510 to retain the manager plan, which was adopted in 1948. ASHLAND, in the same state, also voted for retention, 433 to 91.

The VILLAGE of BENNINGTON, VERMONT, voted 652 to 643 on March 16 to abandon the manager plan. The TOWN of BENNINGTON abandoned the plan a year ago and at its annual town meeting on March 2, 1954, it voted 1,047 to 965 against a proposal to reestablish the plan. Both the town and village had adopted the plan in 1950 and for a while shared the same manager. The town engaged a separate manager in 1952.

The town of UNION, MAINE, defeated a proposal to adopt the manager plan, 57 to 47.

The WARREN, RHODE ISLAND, Real Estate Taxpayers' Association has established a committee to investigate the suitability of the town manager plan for Warren.

A campaign for adoption of the council-manager plan has been started in PLATTSBURG, NEW YORK.

By a vote of 29 to 2, COBLESKILL, NEW YORK, discontinued its village manager plan, which has been in operation since 1950.

THOMSON, GEORGIA, voted 290 to 253 on March 12 against adoption of the manager plan.

Appointment or election of a charter commission has been proposed in JACKSONVILLE, FLORIDA, with strong support in the city council. Both the commission plan and the council-manager plan have been suggested as alternatives to the present mayor-council plan.

Professor Arthur W. Bromage has recommended the council-manager plan to the Charter Study Commission of ANN ARBOR, MICHIGAN.

EDINA, MINNESOTA, will vote on adoption of the statutory village council-manager plan at the September 14 primary.

A petition has been circulated in MANKATO, MINNESOTA, calling for reversion from the council-manager plan to the commission plan.

Voters of MARINETTE, WISCONSIN, rejected a proposal to abandon their council-manager government, in operation since April 1952, in favor of the mayor-council plan. The vote for retention was 2,858 to 1,355.

EVANSVILLE, WISCONSIN, has rejected a proposal to adopt council-manager government 407 to 405.

On April 6 LARNED, KANSAS, voted 1,021 to 699 for retention of its council-manager government.

Voters of PUEBLO, COLORADO, adopted a new charter, providing the council-manager plan, on April 6. The city has had manager government since 1950, when the plan was provided by charter amendment.[1]

In ABERDEEN, SOUTH DAKOTA, the voters defeated a proposal to adopt the council-manager plan by a vote of 3,460 to 3,101.

The Junior Chamber of Commerce of TULSA, OKLAHOMA, has issued a special edition of its magazine, the *Durick*, endorsing the council-manager plan. A committee recommended the plan after a year's study and the chamber overwhelmingly approved the recommendation.

In ORANGE, TEXAS, Mayor Caillavet favors a change to the council-manager plan.

On April 6, WACO, TEXAS, voted 4,378 to 3,329 to retain its council-manager plan of government.

The EL PASO, TEXAS, charter commission voted on March 1 to submit a council-manager charter to popular vote without a mayor-council alternative as formerly contemplated.

In WALLA WALLA, WASHINGTON, in an advisory vote on March 9, the council-manager plan was favored, 4,709 to 2,521. A board of freeholders to draft a charter is expected to be elected in the fall.

In the unincorporated community of RICHLAND, WASHINGTON, a vote was taken March 9 on preferences as to form of municipal government; the council-manager plan received 1,043 votes, the mayor-council plan 427 and the commission plan 87. Richland serves the Hanford Atomic Works and all land is owned by the Atomic Energy Commission. The advisory Richland community council (elected) expects to draft a charter for possible use by a charter commission whenever the AEC may dispose of its residential and commercial holdings and the community is incorporated. In the election, at which community council members were also voted on, ballots were in the form of cards, with spaces for marking with a special pencil, and the counting was done on IBM machines.

Adoption of the manager plan for WALNUT CREEK, CALIFORNIA, has been urged in an address by H. L. Morrison, Jr., of the Contra Costa County Taxpayers Association.

Two CALIFORNIA cities approved the council-manager plan in an advisory vote taken at the April 13 election. In LAGUNA BEACH the manager plan was favored 1,550 to 456; in San Clemente, 915 to 163.

MELBOURNE, AUSTRALIA, is reported to be considering a proposal to appoint a city manager.

[1]See the REVIEW, January 1950, page 37.

Housing and Planning Congress to Meet in Edinburgh

The next congress of the International Federation for Housing and Town Planning will be held in Edinburgh, Scotland, September 20-26, 1954. The main subjects for discussion are slum clearance and rehousing, housing density and national land use planning. H.v.d. Weijde, Paleisstraat, The Hague, Netherlands, is the secretary-general.

Government Public Relations Movement Widespread

An international movement to increase the role of public relations in governmental practice was announced recently by Mrs. Pan Dodd Wheeler, executive director of the Government Public Relations Association. The Committee on an International Public Relations Association is headed by T. Fife Clark of the

Institute of Public Relations in London, England. Other members of the committee include R. Wimbush, Great Britain; J. A. Brongers, The Netherlands; Etienne Bloch, France; and Ed Lipscomb, United States.

A larger, provisional group met in England last year and recommended that the committee proceed with plans for establishing the international group, which would push ahead on three fronts to: gain professional recognition, garner professional skills including the pooling of most recent experience and research, and establish a code of professional ethics which would link codes being developed in several democratic countries.

Mrs. Wheeler, adviser on municipal information for the Municipal Technical Advisory Service at the University of Tennessee, reported that MTAS is developing some statements of experience and workable plans for the integration of the citizen into municipal government (especially for the small and medium-sized city) which, when completed, will be made available to the international group.

The Government Public Relations Association, which cooperates with the international group, is affiliated with the American Municipal Association. Its recently elected president for 1954-55, David R. McGuire, Jr., who is public relations officer for New Orleans, said recently that he wants "no one to confuse the trained, well informed governmental public relations official with the old-style press agent or publicity man." He asserted that the new type of such official, instead of attempting to "gloss over the mistakes of government and its officials," undertakes to interpret public facts to the public, to explain and inform and, at the same time, to help government officials "understand what people think about the policy and activity of government so these may be responsive to public opinion."

The GPRA estimates that approximately a hundred United States cities and most quasi-governmental organizations maintain public relations officials or departments.

ANDREW J. LAZARUS

Congress of Municipalities to Meet in Puerto Rico

The fifth Inter-American Congress of Municipalities is to meet in San Juan, Puerto Rico, December 2-7, 1954. Several main topics will be considered: human relations in municipal government, between government and its personnel and the citizens, respectively; good municipal administration as an incentive toward greater municipal autonomy; and urban redevelopment.

The American Committee for International Municipal Cooperation met on April 13 at its headquarters in Chicago and discussed preparation for the Congress of Municipalities, among other matters.

Michigan League Sets Up Regional Organization

A regional organization for the Michigan Municipal League has been approved by the league's board of trustees, and election of regional officers will take place during the 1954 series of regional meetings, which runs from April 15 to June 25, in ten regions.

For each region there will be a chairman, vice-chairman and secretary, who will be primarily responsible for coordination of league activities within the region.

County and Township . . . . Edited by Edward W. Weidner

Petroleum County Thrives with Manager

Costs Much Less Than Those of Other Montana Counties

EDITOR'S NOTE.—The story below is taken from the *Montana Taxpayer*, published by the Montana Taxpayers Association, for March 1954.

HOW CAN county government meet rising costs without burdensome increases in taxes upon property? At least one Montana county, Petroleum, found the answer to this $64 question by instituting the manager system. A glance at its fiscal record on a "before and after" basis emphasizes this fact.

At the time the manager system was instituted (January 1943) the county had outstanding warrants of $20,706, a bonded debt of $40,000 and only $12,000 in cash on hand. Expenses of the nine elected officers and their staffs came to $16,930 annually but tax revenue from the maximum general fund levy of 16 mills would produce only $13,800. So successful was the manager system that by 1946 the county's bonded debt was extinguished and surplus cash amounted to $38,000.

In that year the county had the unusual record of making no levy whatever for the county general fund. Surplus in the fund was sufficient to pay all expenditures for the current year.

Costs of county government are paid from the county general fund and were originally centered in the seven major elective offices—county commissioners, clerk and recorder, treasurer, assessor, district court (clerk of the court), sheriff and superintendent of schools. In 1941-42, the last full year before the manager system went into effect in Petroleum County, the cost of these offices totalled $16,930. In 1952-53, the last completed fiscal year, despite rising costs the corresponding total was $18,698, an increase of only $1,768, or 10 per cent. In contrast, the increase for the same functions in all other counties of the state during the same period was 68 per cent.

Under the manager system, only the county commissioners and the county at-

COMPARISON OF ADMINISTRATIVE COSTS

	Petroleum County		*All Counties*	
	1941-42	*1952-53*	*1941-42*	*1952-53*
Commissioners	$ 1,527	$ 795	$ 254,430	$ 321,319
Clerk and Recorder	4,389	4,652	443,477	705,702
Treasurer	4,374	4,403	470,555	761,314
Assessor	2,236	2,617	304,237	701,773
District Court	2,084	1,750	387,220	612,134
Sheriff	2,320	1,963	478,291	832,401
Superintendent of Schools	—[a]	1,318	204,273	328,102
County Manager	None	1,200[b]	None	None
Total	$16,930	$18,698	$2,532,483	$4,362,745
Increase Over 1941-42		$ 1,768		$1,730,262
Per cent Increase		10.4		68.3

[a]Combined with assessor.
[b]Part of salary charged to other activities. For example, he acts as director of finance.

torney are elected. The commissioners serve as a board of directors to formulate policy, approve budgets and fix tax levies. They select a county manager and fix his salary.

The manager, administrative head of the county government, must devote full time to his work, shall be appointed on merit only, and need not be a resident of the county. No member of the county board or other person then filling an elective office can be chosen as manager. The manager is not appointed for a definite tenure but is removable at the pleasure of the county board. He appoints all officers except county attorney. Salaries of all officers and deputies are fixed by the county board but neither the county board, nor any of its members, can direct or request the appointment or removal of any officer or deputy. The powers of the county manager are broad; he has general supervision and control over all departments, officers and deputies.

The activities of the county are divided into the following departments: finance, public works and public welfare. Additional departments may be established by the county board on recommendation of the manager. The manager appoints a director for each department and he may, with the consent of the board, act as the director of any one department himself or appoint one director for two or more departments.

The department of finance includes all activities belonging to the county treasurer and county assessor and those of the county clerk now having to do with the budget, accounts, etc. The department of public works has charge of the construction and maintenance of county roads and bridges, drains and other public works, construction and care of public buildings, storerooms, warehouses, equipment and supplies. The department of public welfare includes all activities connected with the poor, hospitals, charitable and correctional institutions, parks, playgrounds and public health.

Petroleum County had a 1950 population of only 1,026, the lowest of any county in the state. Its taxable valuation, now as in 1941, is the lowest in the state. The manager system has proved to be the ideal solution for Petroleum County. It would have been unable to continue in existence without it. In addition to economies in administrative costs, centralized purchasing for all departments and maximum use of personnel can be achieved under the manager system. The plan has worked well in a small county with limited resources. Consideration of the system in other counties may help solve acute financial problems especially when the county general fund tax levy automatically reverts to a maximum limit of 16 mills on June 30, 1955.

Procedure for adopting the manager system in Montana is as follows: A petition must be filed with the board of county commissioners, signed by not less than 20 per cent of the number of voters who voted at the last general election, asking that a referendum be held on the question. The board of county commissioners may call a special election or may submit the question at the next general election. Notice of the referendum must be published twice a week for three consecutive weeks. If a majority of the votes cast at the election shall be in favor of the county manager form of government it shall go into effect at the date designated in the petition or resolution, but no elected officer then in office shall be retired prior to the expiration of his term of office.

Clackamas County to Vote on Manager Plan

The county manager plan of government will be submitted to the voters of Clackamas County, Oregon, for the third time on May 21. The League of Women Voters circulated petitions to force the proposal on the ballot since county officials refused to act on the matter. Under the proposal the new form of government would be established on January

1, 1955. The manager would be a well paid professional administrator under the direct supervision of a five-man commission, which would meet not oftener than four days in any one month.

A joint committee meeting of the County Grange, the Farmers Union, the C.I.O. and the A.F.L. unanimously opposed the idea and recommended that all members of the four organizations vote against the proposal.

Manager Plan Discussed in Riverside County, California

The discussion on a manager form of government for Riverside County, California, is continuing. The County Farm Bureau held a debate recently between Dr. John Vieg, head of the department of government of Pomona College, and Irwin Hayden, one of the county supervisors.

Dr. Vieg strongly supported the manager form. Supervisor Hayden suggested that the Farm Bureau be wary of the proposal, that it should "stop, look and listen" before adopting it.

City-county Fiscal Relations Studied

In Maryland the legislature has requested the governor to establish a commission to study city-county financial relationships. The resolution setting forth the proposal was part of the program of the Maryland Municipal League. The league felt that many residents of incorporated municipalities were apparently bearing more than their just share of county taxes since the services they received from the counties were limited.

The study commission will consist of thirteen members appointed by the governor. Four members will be nominated by the Maryland Municipal League, four by the County Commissioners Association, and the Senate and House will nominate others. A report of the commission is due in the 1955 session of the General Assembly.

In Tennessee the board of directors of the Tennessee Municipal League has decided to gather full information on the tax and fiscal relationships of counties and municipalities.

King County Abolishes Office of Constable

By action of the board of county commissioners of King County (Seattle), Washington, the office of constable has been abolished. Hereafter the deputies of the sheriff will process legal papers. A slight monetary saving for the county will be made and the ballot will be shortened.

Contra Costa Committee Studies County Government

Contra Costa County, California, has recently appointed a committee on county government, which is making a study of all California counties with an eye to improving Contra Costa's administration and organization. The committee is investigating the office of the county coroner and plans to extend its studies to other offices.

New York Legislature Passes County Amendment

A constitutional amendment on county government was passed by the 1954 New York legislature which would clarify, implement and rearrange the county government provisions of the constitution and in addition would give counties outside New York City the power to draft, adopt and amend their own charters as cities and first-class villages now may do.

This home rule amendment was originally passed two years ago[1] but failed to pass the legislature again last year because of the large number of amendments that were up for consideration. It must now be adopted by the 1955 legislature before it can be submitted to the voters of the state.

[1]For a description of its provisions see the REVIEW, April 1951, page 217.

Proportional Representation . . *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

Tasmania Provides Hare System for Cities

Follows Action Recently Taken by New South Wales

THE USE of the single transferable vote has been made general for elections in Tasmanian municipalities, following the recent example of New South Wales,[1] by action of the Tasmanian House of Assembly.

In the election of several representatives to the local councils at large in a single district, the result will be to institute the Hare system of proportional representation, whereas in single-member district elections it will result in what is called the alternative vote or the Hare system of majority preferential voting. The latter has been optional for a long time but little used thus far.

Tasmanians are very familiar with the Hare system of P. R. It has been used to elect this Australian state's House of Assembly since 1907.

Governor Herter Signs Massachusetts P. R. Bill

On March 4 Governor Herter of Massachusetts signed into law a bill to permit restoration of P.R. by referendum in cities which have voted P.R. out. The legislation, by specific exception, does not apply to the city of Quincy, so that at present it appears to apply only to Medford. These two cities voted to abandon P.R. in November 1952. Of course it also serves to prevent any possible future abandonments of P.R. from being irreversible.

[1]See the REVIEW, March 1954, page 146.

Belgian Parliament Chosen by List System

Belgian voters in their national election April 11 deserted the governing Christian Social party in sufficient numbers to deprive the party of its parliamentary majority, although that party remains as the largest both in terms of popular vote and in terms of parliamentary seats held.

The candidates for the Belgian House of Representatives on the Christian Social ticket polled 44.1 per cent of the votes cast and obtained 92 of the 212 seats (43.4 per cent). In the previous election four years ago they obtained 46.7 per cent of the vote and 108 seats (50.9 per cent). A party list form of P.R. is used in these elections.

The Socialist party showed the greatest gain, obtaining 39.3 per cent of the votes and 91 seats (42.9 per cent). In the previous elections, four years ago, the Socialists polled 36.4 per cent of the votes and secured 76 (35.8 per cent) seats. The slight deviations from proportionality in the apportionment of seats results from the fact that the Belgian election system applies P.R. on a district basis only.

The Liberal party also gained ground in the recent election, obtaining 12.8 per cent of the votes and 25 seats (11.8 per cent). At the last election the Liberals polled 11.1 per cent of the votes and obtained 21 seats (10 per cent). The Communists elected four (1.9 per cent), losing three of their previous seven seats, and gathered only 3.8 per cent of the votes.

Premier Jean Van Houtte and his cabinet resigned the day after the election. The chief change in policy expected from a new government, according to the Associated Press, is a reduction in the term of compulsory military service from 24 to 18 months. The results of the elec-

ELECTION OF BELGIAN HOUSE OF REPRESENTATIVES APRIL 11, 1954

Party	Votes Cast	Percentage of Votes	Seats Won	Percentage of Seats
Christian Social	2,121,978	44.1	92	43.4
Socialist	1,891,126	39.3	91	42.9
Liberal	615,922	12.8	25	11.8
Communist	184,098	3.8	4	1.9

tion are summarized in the accompanying table.

Finland Elects New Rigsdag by P. R.

Small changes in distribution of strength among parties, but the substitution of many new and younger faces, resulted from the election of a new Rigsdag (parliament) in Finland on March 7. This unicameral body is elected by a party list form of proportional representation. Almost two million voters went to the polls. The election was precipitated, according to a dispatch to the *New York Times,* by the refusal of the preceding parliament to trim appropriations to match the government's limited fiscal resources.

The distribution of seats among the parties represented is as follows, with the change over the outgoing parliament indicated in parentheses: Social Democrats 54 (+1), Agrarians 53 (+2), Communists 43 (no change), Conservatives 24 (—4), Swedish Minority 13 (—2) and Finnish People's party 13 (+3). The Social Democrats and the Communists are (separately) opposed to the government formed by the other parties together. The governing coalition now has an edge of 103 to 97, whereas in the outgoing parliament it had 104 seats opposed by 96.

Ireland to Choose Dail Eireann in May

A national election will take place in Ireland on May 18. The membership of the Dail Eireann (Irish Parliament) is chosen by the Hare system of proportional representation on a district basis. The country districts return relatively few members each but in the city districts a moderate number of representatives are elected at large by P.R.

A. G. Huie, New South Wales Proportionalist, Retires

A. G. Huie, of Sydney, Australia, one of the original members of the Proportional Representation Society of New South Wales, its secretary for many years and author of its first pamphlet on P. R., has retired.

Mr. Huie combines an intense interest in P. R. with an early-acquired and steadfastly pursued interest in the principles advanced by Henry George relating to taxation. He served as secretary of the Free Trade and Land Values League from its founding in 1901 until his retirement and founded that group's monthly publication, *The Standard,* in 1905. This publication, which carries news of P. R. developments in the island continent, published on December 15, 1953, Mr. Huie's farewell editorial.

The efforts of Mr. Huie and the Proportional Representation Society in New South Wales have recently borne fruit, with the system being adopted for practically all local government elections in the state.[1]

[1]See the REVIEW, March 1954, page 146.

Taxation and Finance . . . . *Edited by Wade S. Smith*

New York Revalues Local Tax Bases

Equalization Changes Raise Fiscal Powers

NEW YORK State's local governmental units are experiencing a needed expansion of fiscal capacity this year as the State Board of Equalization and Assessment announces the results of its five-year study and revision of property tax assessment equalization rates. Typically, new rates are increasing taxing and borrowing power compared with that under the old rates.

The equalization rates are represented by the percentage of full value at which real estate is assessed for taxation. They are of particular importance in New York State because, under constitutional amendments effective in 1950 and 1952, city tax rate and debt limits are calculated on full value, as determined by the state equalization rates, rather than by assessed valuation without adjustment. Moreover, the base for fixing the limits is the five-year average of full value, not just the current or last year's total.

The ratios of equalization fixed by the state had self-evident shortcomings for many years and in 1949—in anticipation of the constitutional change in calculating debt and tax limits—the legislature had the state board undertake a restudy of the entire state. Literally hundreds of thousands of real estate sales were studied and tens of thousands of appraisals were analyzed. And, as expected, it turned out that full value in nearly every instance was much greater than the old equalization ratios had indicated.

The new rates are being announced for the largest cities first. Those for the upstate rural areas will not be forthcoming in time to be used before next year. Of the first eighteen cities announced, all of 40,000 population or more, only one had a new equalization rate unchanged from the old; it was Troy, which had recently completed a reassessment on a 100 per cent of full value basis and was equalized by the state board at 100 per cent also. For other cities, the new ratios will have the effect of up to doubling present taxing and borrowing power.

One of the most drastically affected of the upstate cities was Rome. This city's former equalization rate was 75 per cent, the new rate 35 per cent. Elmira, another upstate city also formerly equalized at 75 per cent, has a new rate of 40 per cent. By and large, the further downstate the community, the less violent the readjustment: White Plains, with an old ratio of 99 per cent and a new one of 68 per cent, was an example.

New York City ratios confirmed widely held opinion that the outlying boroughs were assessed more leniently than Manhattan, but the range was wider than many persons had expected. By boroughs, the old and new ratios were: Manhattan, 100 and 99; The Bronx, 96 and 93; Brooklyn, 98 and 83; Queens, 93 and 69; and Richmond (Staten Island), 96 and 59.

The promulgation of the new state equalization ratios will affect only the total amount of taxes which the communities may levy and the amount of debt they may incur within their debt limits; it will not eliminate or correct disparities and inequalities such as those between the boroughs in New York City. Furthermore, since the taxing and debt incurring limits are based on a five-year average, the use of the new ratios will not be fully reflected in expanded fiscal capacity until five years have passed. New York City, for example, had its taxing power increased by $12,000,000 or

so the first year and about $60,000,000 over the five-year period, based on current assessed valuations. The new rates would mean for White Plains an added $205,000 in taxing power this year and $1,500,000 over a five-year period.

The full value of realty as determined from assessed valuations and the state equalization ratios are used for other purposes than calculating taxing and borrowing power, and the state legislature consequently found it necessary to make special provisions to preserve the status quo while the new ratios are being installed throughout the state. Net returns under the state rent control laws are based on full value for tax purposes, as are some of the state aids to local units for education and highways. A 1953 legislative act provides that the old ratios are to be continued in use for rental calculations and education and highway aids, for another year at least.

County Seeks Federal Aid to Put River under Bridge

A crisis in local finance usually has an interesting story behind it. Hence, the plight of the holders of $1,970,000 toll bridge revenue bonds of the Burt County, Nebraska, Bridge Commission discloses a situation which is both interesting and unusual. Briefly, the commissioners have a bridge with a river running past instead of under it.

The bridge connects—or rather was intended to connect—Decatur, Nebraska, and Onawa, Iowa, which lie on opposite sides of the Missouri River north of Omaha. Without the crossing, residents of either town had to travel 80 to 100 miles to reach each other; with the bridge, the connection would be reduced to eight miles or so.

Plans for the bridge were begun after World War II, and application was made in 1946 to the U.S. Army Engineers for the necessary permit, required because the Missouri is a navigable waterway under Army jurisdiction. Approval was finally given in 1949.

Before construction was started, however, a shift of the river's channel to the east was noted, and the bridge commission's consulting engineers suggested that either of two alternative sites be used. The Army Engineers demurred, however, and construction of the bridge at the original site was begun on their assurances that the flow of the river would be returned to its original path.

Thus, the bridge was deliberately constructed on dry land, with the river flowing in a channel east of the bridge approach. Initial efforts to get the river back into its former channel were not effective, however, and in 1953 a $2,500,000 appropriation was recommended for inclusion in the federal budget for a stabilization program to return the river to its course under the bridge. Congress eliminated the item. Again this year, $2,000,000 was included in the executive budget to get the river back under the bridge. Instead, the House appropriations committee made the sum available generally for river bank stabilization between Omaha and Sioux City, including the Decatur area.

Meanwhile, residents of Decatur and Onawa make their 100-mile detour to reach each other, and the holders of the toll bridge revenue bonds hopefully wait for the river to be replaced so that traffic can move and the toll booth cash registers start to clatter. Nebraskans say Congress has a moral obligation for the acts of its creature, the Army Engineers, who reaffirmed the permit for a bridge without a river, but Congress has more pressing interests.

State Payments to Local Units Reviewed

One of the highly useful special studies of the Governments Division of the Bureau of the Census is that providing

(Continued on page 266)

Citizen Action . . . . . *Edited by Elsie S. Parker*

Seattle Stimulates Vote with Gold Feathers

Secretary of State Announces Same Plan for Fall Elections

MARCH 9 was a very special day in the annals of Seattle citizens. For the second time the Seattle League of Women Voters and the Municipal League of Seattle and King County promoted operation "Gold Feather" at the general city elections held that day in Seattle and five other cities in the county.

The campaign was aided by two daily newspapers which published a page 1 editorial, cartoons, pictures, stories, etc.; radio stations gave spot announcements as did two TV stations. One of the latter contributed some $30,000 in time. Small community newspapers also helped.

The result was a turnout of 45 per cent of the registered voters at a non-mayoralty election—an increase of 3 per cent over 1950 when similar officials were chosen.

Envelopes containing 200 feathers each were packaged by some twenty volunteers from the League of Women Voters, one package for each of the 1,050 voting precincts. Approximately 225,000 gold feathers were used. Distribution was made by the county auditor through the election superintendent. The Municipal League paid for the feathers and envelopes.

Each voter, as he cast his ballot, received a gold feather, which he was requested to wear throughout the day, first, to show that he had done his duty as a citizen; second, to remind others that they should do likewise.

Laymen and city and county officials alike voiced their approval of the idea. It was first introduced into the city for the 1952 election, when 63 per cent of the total registered vote turned out in contrast to 39 per cent in 1948.

Secretary of State Coe has announced that he plans to distribute gold feathers at the fall election on a statewide basis, as he did in the 1952 general election.

The gold feather "get-out-the-vote" idea was first launched in Richmond, Virginia, where it was originated by Ed. P. Phillips, local businessman and civic leader, who instigated it for the city's local elections of 1948.[1] The idea has now spread to other cities.

Chicago Celebrates Citizenship Week

On the proclamation of Mayor Martin H. Kennelly, signed March 8, Chicago celebrated "Citizenship Week" from April 5 to 12, in preparation for the April 13 county-wide primary election. The mayors of four other cities in Cook County and the president of the Cook County board also issued proclamations.

During this period, the Citizens of Greater Chicago, representing some 243 member organizations in the Chicago area,[2] sponsored "a series of public events designed to stimulate better understanding of the duties of citizenship." Citizenship meetings were held in churches, schools, clubs, etc.

Keynote of the week was set forth in CGC's Citizens' Pledge:

"I will vote in every election.

"I will know my community and its government, and work to make them better by studying issues and candidates so that I can vote intelligently, by participating in precinct and ward political

[1] See "Drama Gets Out the Vote," the REVIEW, March 1949, page 116.

[2] See the REVIEW, March 1954, page 153.

affairs and neighborhood and area civic movements.

"I will seek no special services or privileges.

"I will respect the rights of my fellow man."

The organization's get-out-the-vote campaign was participated in by schools, churches and synagogues, and civic organizations. On April 9 a great mass meeting was held at which noted Chicagoans paid tribute to great citizens of the past and present in a dramatic documentary, *Chicago Challenge—The Fabulous Years*. Merit awards were presented to four elementary and eight high schools for achievements in citizenship efforts.

Monday, April 12, was "tab" day, when a thousand women and Boy Scout volunteers distributed "I WILL VOTE" tabs on the streets and at meetings. Costumed young men of the Junior Association of Commerce toured the "Loop" in this connection in an auto-cavalcade. The Jaycees used signs and electronic megaphones to call the crowd's attention to election day and tab distributors on the street corners.

One of the important actions of Citizens of Greater Chicago was the questioning of candidates as to their stand on various important questions. Replies were tabulated and published by the organization.

Wanted: A Thousand Volunteers

Led by Harold K. Goldstein as general chairman, the drive to finance the work of the Cincinnati City Charter Committee for 1954 got off to a good start early this spring. The committee in charge has set a goal of a thousand volunteer workers. In addition to Mr. Goldstein as general chairman, Mrs. Albert D. Cash is chairman of the Initial Gifts Section, Mrs. Robert A. Lyon is chairman of general solicitation, Mrs. Robert P. Goldman of the Women's Division rummage sale, and James M. Nelson of publicity and education.

Legislative Program Fares Well

The Citizens Union of the City of New York reports that its program fared very well indeed in the 1954 session of the state legislature. "Despite the disheartening fiasco on compulsory automobile insurance, the 1954 legislature was one of solid accomplishment," announced the union's news release of March 25. Among the accomplishments cited were advances in election reforms. The legislature provided for optional permanent personal registration, direct election of district party leaders, simplification of petition procedure—removing "booby traps" from nomination procedure—and permitting the use of voting machines in primaries, heretofore used only at the final election.

Among other bills passed by the legislature, sponsored or favored by the union, were two affecting civil service,[1] one on extension of low-rent public housing and one on uniform rules of the road and compulsory car inspection, also a constitutional home rule amendment for counties.[2]

Students Study Courts

Some 80 senior students from Maumee High School in Toledo have studied the operation of municipal and state courts. Municipal court judges played the role of teachers, according to the *Toledo City Journal*. "Conditions remained unchanged," reports the *Journal*, "as the courts followed their regular daily proceedings, giving the students a true picture of Toledo's courts in operation." Some students attended the criminal court, others the traffic court, where a film on traffic accident prevention is shown daily to all traffic offenders.

50 Years of Accomplishment

While "only" 50 years of age, "Seventy has acquired a lot of experience and political know-how," says *Civic Affairs*, bulletin of the Philadelphia Committee

[1] See page 246, this issue.
[2] See page 252, this issue.

of Seventy. "The record shows that throughout our long history the members of the committee have been realistic and practical men working together as a nonpartisan group. They have been as willing to support the sincere politicians and the good public servants as they have to condemn those who betray or fail in their public trust. We have learned, through shirt-sleeve experience, that political groups, like reform groups, develop the good and bad, side by side. The problem in the past, as it will be in the future, is to separate them, support and encourage those serving the public interest and help to abolish from public life the ones who use politics, municipal government, or a party label to further their own ends alone."

The committee lists numerous notable achievements in Philadelphia: a new city charter, which took from 1917 to 1949 to secure, permanent registration, uniform voting laws, the voting machine, etc.

"Seventy," continues the bulletin, "as a nonpartisan organization of civic-minded volunteers, expert in municipal and political affairs, will continue as an alert, persistent public conscience. We will tell you when things go wrong and what you can do about it. We will also continue to tell you when things go right and where credit belongs. With your help, we plan to do even more to better insure yesterday's progress, protect today's gains and secure greater improvements for tomorrow."

Citizen Publications

Citizens' Handbook of Montgomery County, Maryland, 1953, has been published by the Allied Civic Group, Inc., at Silver Spring, Maryland. The group plans to make the publication an annual project. The pamphlet gives "in one document a considerable body of financial and economic data believed to be of interest to the citizens and public officials in and around Montgomery County."

Let's Work Together in Community Service, by Eloise Walton, published by the Public Affairs Committee of New York, is a summary of *Community Planning for Human Services,* by Bradley Buell and Associates, "a comprehensive statistical study of the human problems and the community services in St. Paul, Minnesota." Twenty-eight pages, it may be purchased for 25 cents from the Committee, 22 East 38th Street, New York 16.

The *American Planning and Civic Annual* (164 pages), edited by Harlean James (American Planning and Civic Association, Washington, D.C.,) is "a record of recent civic advance in the field of planning, parks, housing, neighborhood improvement and conservation of natural resources, including addresses delivered at the National Citizens Conference on Metropolitan Planning held at New Orleans, March 11-14, 1953, and several addresses delivered at the 33rd annual meeting of the National Conference on State Parks."

University-Community Cooperation

At its annual meeting the New York State Citizens' Council adopted a University-Community Cooperation Project, which would attempt to find the answers to such questions as these: How much and in what ways do colleges serve communities? How well are they preparing students for active participation in community affairs? The Association of Colleges and Universities of the State of New York and the State University will supply funds for a preliminary study and work closely with the council. A report on the study, with recommendations as to the next steps to be taken, has been placed on the agenda of the association's December meeting.

The council has now published *College-Community Relationships in New York State—A Report of Activities in Twenty-six Colleges and Universities,* prepared by H. Curtis Mial in consulta-

tion with The Advisory Committee of the University-Community Cooperation Project. A limited number of copies are available (mimeographed, 101 pages) at one dollar from the New York State Citizens' Council, 613 East Genesee Street, Syracuse 2.

Local Party Formed

A new group, to be known as the Economy party, has been formed in Waverly, New York. The party is emphasizing the importance of urging young men to take an active interest in the local affairs of the village. It named a slate of candidates for the March 16 election.

Manager Case Histories

The League of Women Voters of Illinois, in a recent issue of its *Illinois Voter*, has set forth "City Manager Case Histories" for "those Illinois Leaguers who are either considering or already undertaking local action on the council-manager form of government." The cities covered include Bloomington, Homewood, Oak Park and Rock Island.

Volunteers Aid Commissioners

Member organizations of the Citizens' Council of Fort Wayne, Indiana, at the request of the Allen County commissioners, furnished volunteers who, on March 9, assisted in gathering data relating to the volume and type of traffic on county roads. The data will be used by Purdue University in its preparation of a classification of the county's roads and will serve as a priority system for road improvements.

Annual Meetings

The Medford (Massachusetts) Plan E Association, at its annual meeting in February, elected James S. Castellucci as president. Mr. Castellucci has promised "a more vigorous and active program through the coming year." Speakers at the meeting included City Manager James F. Shurtleff, Mayor John C. Carr as well as councilmen and school committee members.

Hon. Henry S. Stout, mayor of Dayton, Ohio, addressed the annual meeting of the Hamilton County (Cincinnati) Good Government League on "Dayton's Experience with the City Income Tax."

The Citizens National Conference on Metropolitan Planning, sponsored by the American Planning and Civic Association, will hold its 50th anniversary in Columbus, Ohio, May 16-20. "The Columbus conference should serve as a demonstration of citizen responsibility for getting plans prepared and seeing that they are realized," says *Planning and Civic Comment.*

Governor Christian A. Herter and his son, Christian A. Herter, Jr., were the principal speakers at the annual meeting of the Massachusetts Federation of Taxpayers Associations on April 10 in Boston. Governor Herter's topic was "Massachusetts—Gaining or Losing Its Fight for Jobs and Lower Taxes?"; that of his son, special assistant to the vice president of the United States, "Asia—The Key to Future World Peace or Conflict?" More than 1,200 representatives from local taxpayer associations throughout the state attended.

The Lake County (Waukegan, Illinois) Civic League held a successful annual meeting in March, addressed by State Auditor Orville E. Hodge. Numerous organizations in the community sent delegations to the meeting, including the Lake County Farm Bureau, Third Lake Improvement Association and the Libertyville Homeowners Association. Represented also were the Lake County Real Estate Board, various Leagues of Women Voters, Chambers of Commerce as well as city and school boards and other public officials.

Researcher's Digest . . . . . *Edited by John E. Bebout*

Metropolitan Study Started in Toledo

150 Officials and Citizens Reviewing Area's Problems

A HUNDRED and fifty citizens and public officials from thirty-four local government jurisdictions are taking the lead in an effort to study and appraise governmental problems of the Toledo metropolitan area. Basically, the problem is one of modernizing the governmental organization and raising the standards of public service to fit the changing needs of community life.

The Toledo Municipal League, in December 1953, announced its intention of sponsoring a citizen study project aimed at implementing the master plan recently completed by the Toledo-Lucas County Plan Commission. Immediate expressions of interest in participation by the Toledo city council opened the door to cooperative development of a joint citizen and public official study.

A city council committee on metropolitan affairs was created. It reviewed the nature, scope and methods of seeking solutions to the many metropolitan headaches.

Among the many current problems are those related to:

(1) Defeat on three occasions of proposals to incorporate a 23-square-mile township adjacent to the city;

(2) Unsuccessful efforts of this area to obtain annexation to Toledo by public vote;

(3) Annexations of sixteen small areas to Toledo since 1949 by petitions of district residents;

(4) The need for thirty-two new elementary schools and four new high schools in the Toledo urban area, plus enlargement and modernization of another thirty-seven elementary schools and eight high schools—all by 1980;

(5) The immediate urgency of establishing financial responsibility and obtaining voter approval of financing to construct four elementary schools and one high school at desirable locations which now practically straddle the boundary between township and city school districts;

(6) Answering delayed demands for extending water lines beyond city boundaries to the north, east, south and west to meet rapid residential and industrial expansion in the fringe areas, where water levels are receding and deeper wells frequently hit impotable water;

(7) Meeting needs for vast extensions of sanitary sewer lines to eliminate dangerous ground pollution outside incorporated areas;

(8) Rendering urban services in the rapidly developing fringe areas;

(9) Restudying financial capacity, tax equality, authority and organizational efficiency of the county and townships to render varying degrees of urban services in unincorporated areas;

(10) Coordination of planning, zoning and building code enforcement between county, city, village and township areas including some without adequate enforcement or even without zoning or building codes;

(11) The potential impact of the Ohio Turnpike, certain expressway developments, location of a class V express airport;

(12) The effects of the St. Lawrence Seaway upon the Toledo port;

(13) The need to develop industrial sites outside the central city to meet defense requirements.

These and other matters established for the Toledo city council the need for an over-all cooperative study of the community. After exploratory conferences at

the various levels of local government, a steering committee was named by the council to present a project plan and organization. Named to the steering committee were the city manager of Toledo, the president of the board of commissioners of Lucas County, the superintendents of the city and county boards of education and the executive secretary of the Toledo Municipal League.

Project Outlined

The scope of the project was defined in general terms to include all phases of local public service in the metropolitan community. More specifically, the varying conceptions of the term "metropolitan area" were reduced for purposes of this study to approximately 155 square miles including the central city and a five-mile band around it. This area, designated by the master plan as the Toledo urban area, includes parts of two counties, two cities and seven villages, all or part of nine townships, fourteen school districts and a mosquito control district. Slightly less than 60 square miles are within some incorporated area and approximately 30 more are on the verge of either annexation or incorporation.

The Toledo area consists of less than half the land area of Lucas County and about 3 per cent of Wood County. On the other hand 94 per cent (400,000) of Lucas County's population, plus 20 per cent (12,000) of Wood County's population are in the Toledo urban area. The planning base for 1980 population is 500,000.

A compromise was reached on the question of making this a citizen or a public officials' study. During recent annexation and incorporation campaigns officials had taken rather definite stands on some subjects. In the interests of freedom to explore all ideas, it became desirable to excuse public officials from sponsoring any significant change during the study period. The compromise called for appointing representative citizens to serve on all study committees except that on research and resources. To it public officials representing all local governing jurisdictions were selected so that research data, public know-how and experience might be available to all other committees.

The plan of organization was approved by the metropolitan affairs committee of the city council and the steering committee was advised to nominate organizational chairmen. This done, the council passed a resolution officially creating the Toledo Area Study Committee. The chairmen and members of the committee were appointed.

The importance of obtaining qualified persons and assuring balanced participation should not be underestimated. TASC is designed to include persons qualified in three respects: first, to make a constructive contribution to the task of the committee to which assigned; second, to reflect prevailing attitudes in one or more areas toward the public jurisdictions serving the area; and third, to be a civic leader in his residential community in order to assist in the dissemination of the results of the study.

Committee Setup

TASC is headed by a general chairman who, with the chairman of the nine subcommittees, serves on an executive committee. The first level of organizational structure is based upon five functional subcommittees: schools, utilities and transportation, health and welfare, urban services, and zoning, planning and recreation. Each committee has nine members except schools, which has fifteen. The second level consists of four coordinating subcommittees: ways and means, organization and legislation, publicity and civic education, and research and resources. Except for the last, each committee has seven members.

The research and resources subcommittee is composed of 70 public officials, not including key staff personnel who may be

called upon for specific needs. A balance is maintained between part-time elected officials, e.g., presidents of school boards and weak mayors and full-time elected officials and professional administrators, e.g., strong mayors, managers and school superintendents.

The subcommittee's policy section, composed of elected officials from all jurisdictions in the area, would give guidance on policy determination and public acceptability. Its technical section, composed of administrative and technical officials, would provide factual data and evaluation of administrative, procedural and technical questions.

The ways and means subcommittee would coordinate the fiscal sections of the work of other groups. It would study revenue sources, taxable capacity, debt, limitations and other financial problems.

The organization and legislation subcommittee would study the strengths and weaknesses of different types of government and the interdependence of units. Methods for correcting or improving forms and powers would be prepared. Legal matters raised by other groups and all proposed legislative changes would channel through this unit.

The publicity and civic education subcommittee would plan, prepare and release information, organize speakers' bureau and information outlets, and prepare adult and school information material.

The first round of general and subcommittee meetings has been held to initiate and orient the project and its many phases. Temporary financing of committee expenses was volunteered by the Toledo Municipal League.

Annexations Held Up

The first accomplishment may be said to be a moratorium on annexation, incorporation and district reorganization until January 1, 1955. The purpose is to assist in the establishment of a calm and cooperative climate during the period of critical study. Toledo's city council initiated a resolution for this purpose which, by its terms, became effective when the Lucas County, Toledo and Washington township boards of education, Lucas County Board of County Commissioners and the Washington Township Board of Trustees agreed to support the moratorium proposal.

Thus, the first phase of another experiment in self-evaluation of a metropolitan area is completed. In it may be a pattern for others who wish to strengthen and improve urban living democratically, and who wish to abate, if not escape, the pressures within a population center too compressed, too confined, too regimented, too impersonal, too uncharitable and too taxed.

Ronald E. Gregg, *Executive Secretary*
Municipal League of Toledo

Denver Economic Research Council

An Economic Research Council has been organized in Denver, Colorado, to collect and analyze statistics dealing with growth and other changes in the Denver metropolitan area. Members of the council are from the city government, school system, other taxing jurisdictions, business and industrial firms and the Bureau of Business and Social Research. The research program will include compilation and evaluation of a wide range of social and economic statistics. Information about Colorado as a whole will be gathered because of the effects which developments in other parts of the state have upon Denver.

Members of the council will pay a fee that will entitle them to all publications and make it possible for them to call on the university's Bureau of Business Research for basic information.

GRA Reporter

The Governmental Research Association has undergone some far-reaching changes in recent months. The impact

of these developments is spelled out in an article by the association's president, Harland C. Stockwell, to be found in the GRA *Reporter,* First Quarter, 1954.

Publication of the *Reporter* is now the assignment of an association publications committee. The first issue under the committee was edited by Alvin K. Peterjohn of the Institute of Public Administration, New York. Articles on Newark's new charter, welfare administration in Louisiana and New York, and the use of aerial mosaics in the preparation of tax maps will interest researchers.

Research Pamphlets and Articles

Assessment

EFFORTS TO IMPROVE ASSESSMENT ADMINISTRATION IN NEW JERSEY. Trenton 8, New Jersey Taxpayers Association, *It's Your Business,* March 1954. 4 pp.

EQUALITY IN PROPERTY ASSESSMENTS. Santa Fe, Taxpayers' Association of New Mexico, *Tax Bulletin,* March 1954. 2 pp.

OREGON'S STRUGGLE TO EQUALIZE PROPERTY TAXES. By Louise L. Humphrey. Portland 4, Oregon Business and Tax Research, *Special Tax Report,* January 1954. 4 pp.

22 ASSESSMENT DEPARTMENTS IN MILWAUKEE COUNTY; 11 Chief Assessors will be elected at the April 6th Election. FIRST $4 BILLION EQUALIZED ASSESSED VALUATION OF MILWAUKEE COUNTY. Milwaukee 2, Citizens' Governmental Research Bureau, Inc., *Bulletin,* March 13 and 25, 1954. 3 and 5 pp. respectively.

Budgets

THE FEDERAL BUDGET SYSTEM. How it works . . . How it can be improved. . . . Washington 6, D. C., Chamber of Commerce of the United States, Committee on Government Expenditures, 1954. 13 pp.

NO CRISIS IN THE COUNTY. The League Analyzes Allegheny County's Budget for 1954. Pittsburgh 19, Pennsylvania Economy League, Inc., Western Division, *P. E. L. Newsletter,* March 1954. 9 pp.

THE ROLE OF PERFORMANCE BUDGETING IN MUNICIPAL MANAGEMENT. By Lynn F. Anderson. Austin 1, League of Texas Municipalities, *Texas Municipalities,* March 1954. 9 pp.

Business Districts

THE MADISON CENTRAL BUSINESS AREA. A Case Study of Functional Change. By Richard U. Ratcliff. Madison, University of Wisconsin, School of Commerce, Bureau of Business Research and Service, 1953. 69 pp. $1.15.

Education

WHY IS A SCHOOL BOARD? Miami 32, Dade County Research Foundation, *News Letter,* March 18, 1954. 3 pp.

Fringe Areas

MUNICIPAL SERVICES TO FRINGE AREA RESIDENTS. A Survey of Tennessee Practices. Water, Sewer, Fire Protection, Garbage Collection. By Harlan Mathews. Nashville 3, Tennessee State Planning Commission, 1953. $1.00.

SOCIAL CHANGE AND AN URBAN FRINGE AREA. Ithaca, New York, A Case Illustration. By W. A. Anderson. Ithaca, State University of New York, New York State College of Agriculture at Cornell University, 1953. 28 pp.

Grants-in-aid

FEDERAL GRANT-IN-AID PROGRAMS IN MICHIGAN, 1941-1953. Lansing 13, Michigan Department of Administration, Budget Division, 1953. 133 pp. (Copies not available for distribution.)

Home Rule

HOME RULE IN NEVADA. Carson City, Nevada Legislative Counsel Bureau, December 1952. 45 pp.

Intergovernmental Relations

INTERGOVERNMENTAL RELATIONS. By Robert C. Hendrickson. (Address before Annual Convention of the New Jersey State League of Municipalities.) The

eague, *New Jersey Municipalities,* Janu-y 1954. 2 pp.

Legislative Bodies

Legislative Reforms. By Charles W. hull. Winfield (Kansas), *Social Science,* anuary 1954. 5 pp.

Management

The Institute on Management in overnment and Business. By Morton croll. Chicago 37, Civil Service Assembly, *Public Personnel Review,* January 1954. 7 pp.

Municipal Law

Florida Municipal Law—A Symposium: The Challenge of Contemporary Urban Problems, by Jefferson B. ordham; Legal Aspects of Florida Municipal Bond Financing, by Giles . Patterson; Municipal Tort Liability —A Continuing Enigma, by Hugh Douglas Price and J. Allen Smith; egal Problems in Florida Municipal oning, by Ernest R. Bartley; Developments in Revenue Bond Financing, by William Alfred Rose; Municipal Court Practice, by Harry W. Fogle; Municipal Charters in Florida, by Manning J. Dauer and George John Miller. Gainesville, University of Florida, *Law Review,* Fall 1953. 206 pp. $2.00.

Prisons

Survey of the Jail Needs of Kent County. A Report to the Board of Supervisors of Kent County, Michigan. Detroit 26, Citizens Research Council of Michigan, October 1953. 39 pp.

Recreation

Recreation in Kansas. By Larry J. Heeb. Lawrence, University of Kansas, Governmental Research Center, *Your Government,* March 15, 1954. 3 pp.

Suggested Park and Recreational Ordinances. Park Boards and Departments. By Ernest H. Campbell, William B. Pond and Ruth E. Pike. Seattle 5, Association of Washington Cities in cooperation with the University of Washington, Bureau of Governmental Research and Services, 1954. 35 pp.

Refuse Disposal

Garbage Collection and Disposal. Methods and Practices in Washington Cities. By Bert Balmer. Seattle 5, Association of Washington Cities in cooperation with the University of Washington, Bureau of Governmental Research and Services, 1954. 38 pp.

Garbage—Its Collection and Disposal. A Field Survey of Incinerators and Methods of Municipal Garbage and Refuse Collection and Disposal Employed in 27 Major Cities Throughout the United States. By Philip N. Royal. Seattle, City Department of Engineering, 127 pp.

Research Bureaus

Proceedings of the Thirteenth Annual Conference of the Western Governmental Research Association, Santa Monica, California, October 1-2, 1953. Berkeley, University of California, Office of the Secretariat, 1954. 30 pp. $1.00.

Salaries

Salary Rates of Officials and Employees in 187 Oregon Cities. Eugene, University of Oregon, Bureau of Municipal Research and Service in cooperation with The League of Oregon Cities, 1954. 20 pp.

State-local Relations

How the General Assembly Can Strengthen Local Government. Philadelphia 4, University of Pennsylvania, Associated Institutes of Government of Pennsylvania Universities, *Horizons for Modern Pennsylvania Local Government,* March 1954. 3 pp.

State-city Relations. A Review of Kentucky Constitutional Provisions. Frankfort, Kentucky Legislative Research Commission, 1954. 81 pp.

States' Rights

States' Rights and Vested Interests. By Robert J. Harris. Gainesville, Southern Political Science Association in cooperation with University of Florida,

The Journal of Politics, November 1953. 15 pp.

Taxation and Finance

LAND VALUE TAXATION IN CANADIAN LOCAL GOVERNMENT. Being Constructive Criticism on Reports on Provincial-municipal Relations by British Columbia, Alberta, Saskatchewan, Manitoba. By Herbert T. Owens. Westmount (Quebec), International Committee for Land Value Taxation and Free Trade and the Henry George Foundation of Canada, Inc., 1953. 48 pp. $1.00.

LOCAL INCOME TAXES IN WESTERN PENNSYLVANIA. The League Makes Some Timely Observations. Pittsburgh 19, Pennsylvania Economy League, Inc., Western Division, *P. E. L. Newsletter,* January-February 1954. 8 pp.

MISSISSIPPI STATE FINANCIAL AID TO COUNTIES. University, University of Mississippi, Bureau of Public Administration, *Public Administration Survey,* March 1954. 5 pp.

MUNICIPAL AND INTERGOVERNMENTAL FINANCE, 1930-1951. A Survey and Report on the distribution of federal, provincial and municipal government revenues and expenditures with an analysis of the financial problems of municipal governments in Canada. Montreal 2, Canadian Federation of Mayors and Municipalities, 1953. 59 pp. $2.50.

MUNICIPAL FINANCE. A Study of Nine First-class Cities. By Harry O. Lawson. Lawrence, University of Kansas, Governmental Research Center, December 1953. 35 pp.

MUNICIPAL REVENUE PROBLEMS. Report to the 68th General Assembly—1953. Springfield, Illinois Legislative Commission on Municipal Revenue, 1953. 102 pp.

PAPERS ON MUNICIPAL NONPROPERTY TAXES IN MICHIGAN. (Admissions and income taxes.) By Arthur M. Wisehart. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1954. 103 p $2.00.

Zoning

ZONING ADMINISTRATION AND ENFORCEMENT. By Ernest H. Campbell, Merri Wallace, Charles Lyness and Murray I Taggart. Seattle 5, Association of Wash ington Cities in cooperation with th University of Washington, Bureau Governmental Research and Service 1954. 27 pp.

TAXATION AND FINANCE

(Continued from page 256)

summary details, based on the 1952 fisc year, on state payments to local gover ments.[1]

The study includes comparative stati tics on payments to local governments fo each of the 48 states, classified to th extent practicable by functions and b type of local government receiving th payments. Variations in state practice ar emphasized in the tabulation, but it is interest that, of some $5,044,000,000 pai by all the states to their local unit roughly half was for education an nearly one-fifth for public assistance, wit highways accounting for about one seventh.

An especially valuable part of the stud is an extended table summarizing th principal grants, shared taxes, etc., o which the local aid payments of eac state are based. Data are arranged t show in some detail the state tax or fun involved, the basis of apportionment an the purpose of the grant and type of loca unit receiving it. Some 57 of the publica tion's 76 pages are devoted to this sum mary, which shows the status as of 1952 and a supplementary table summarize major changes effective after the 195 fiscal year.

[1] *State Payments to Local Government in 1952.* Washington, D. C., U. S. De partment of Commerce, Bureau of th Census, 1954. 76 pp. 45 cents.

Books in Review

FREEDOM AND PUBLIC EDUCATION. Edited by Ernest O. Melby and Morton Puner. New York City, Frederick A. Praeger, Inc., 1953. x, 314 pp. $4.00.

FORCES AFFECTING AMERICAN EDUCATION. 1953 Yearbook of the Association for Supervision and Curriculum Development, a department of the National Education Association. Washington, D. C., The Association, 1953. xv, 208 pp. $3.50.

Modern education and its more acrimonious critics are the subject matters of both these books. *Freedom* is a collection of articles by some 40 authors in varied fields expatiating on viewpoints, policies and problems affecting modern education, with a range from the thoughtful to the impassioned. The material is well organized into five major sections and there is a helpful continuity of editorial interpolation. *Forces*—a yearbook of an NEA department—is an educators' appraisal of the schools' position in and relation to the controversy and is at once explanation, defense and program for counteraction.

Both books ably set forth the role of public education in a democracy and the difficulties imposed on the schools by the very way of life we profess and by the character of the times. *Freedom* presents perhaps the better perspective on the problem, largely by drawing on a wider range of speakers, although "The People and Their Schools," by W. E. Goslin, in *Forces* is one of the ablest articles in either volume. To stick to citing educators, Gordon McCloskey, in "Meeting Attacks on Public Education" in *Freedom*, also gives solid food for thought—and to educators as well as to the interested layman.

There is a curious admixture in each book of jargon and plain talk, of negative—or defensive—argument and positive program. "Honest criticism" of the schools is often welcomed, but is never, for this reader, satisfactorily defined or exampled. And the layman gains no appreciable insight into the aims of modern education as set forth in passages such as this one from *Freedom*: "These leaders [in the field of mathematics] propose that in the modern curriculum, mathematics should include not only the function of teaching skills in computation but other related skills which have a direct application to present-day living." What these related, yet presumably non-computational, skills are apparently awaits a fuller development of communication skills. And so here and there, unfortunately, the layman asked to agree with the educator is forced to respond, "I might, if I felt I clearly understood what you were talking about." Unfortunately, too, much of this sort of thing has been seized on by extremists as a convenient vehicle or pretext for attack.

The student of government, treating education as an important, but by no means the only, demand on tax-supported services, may also be mildly surprised to find himself often implicitly regarded as one of the "enemy" for having the temerity to question "adequate" school budgets. As for federal aid for education, the need is often established by little more than assertion, which will weigh little with a substantial group of fairly respectable people who do not feel that the need is either manifest or indisputable. Public education can never escape certain essential processes of the "democratic way" so long as the adjective "public" remains. This is clearly recognized by authors in both books but, in erecting their defenses, some educators appear to beg the question of the fiscal wherewithal, whether local or federal.

Points such as these could be offset many times, however, if space permitted. The value of each book lies not in the detailed review of the attacks on edu-

cation. It lies in the evidence of a growing realization on the part of educators and the friends of education of the need, in the democracy, for explanation and understanding as the basis for approval and consent. Both books, read with a wary eye, present a well stated historical and philosophical commentary on the purposes, problems, pitfalls and promises of modern public education in America.

TILDEN B. MASON
Citizens Research Council of Michigan

KNOW YOUR STATE. A Handbook for Citizens of New York. New York 16, League of Women Voters of New York, 1954. 125 pp. $1.00.

Steadily the Leagues of Women Voters in the various states build up the literature of civil government for the laity and the output of *Know Your State, Know Your County* and *Know Your City* material has become immense and important for all civic workers. Perhaps the most ambitious of these is this new handbook which covers comprehensively and vividly all the phases of New York State's government, its relation to local government and to the federal government and a highly practical fact-packed chapter on the working of the political parties and their internal mechanisms. A superb job and of obvious competence.

R. S. C.

PRIMARY ELECTIONS IN THE SOUTH. A Study in Uniparty Politics. By Cortez A. M. Ewing. Norman, University of Oklahoma Press, 1953. xii, 112 pp. $2.75.

This little source book analyzes 3,800 primary contests in eleven southern states in an endeavor to detect patterns of voter behavior and party management. Small differences are found in such respects as number of candidates between the single primary contests and those in which failure to produce a majority at the first primary brings about a second primary to select from among the two top can dates.

Other statistics show a high percenta of unopposed nominations in the Dem cratic party, of which a high proporti are caused by the presence of satisfacto incumbents who are willing to run ag for local offices which are not too tractive in terms of salary and power a in which competent routineers may content to stay for a lifetime.

The low turnout of voters in southe primaries is exhibited and compared w the turnout at the final one-sided el tions.

Southern Democratic primaries, bei a rather unorganized scramble for off by individuals, would provide an intere ing analogy for a similar study of no partisan elections in cities throughout country where, in about half the cas there is almost no organized or factio activity or continuing leadership.

R. S.

CURRENT TRENDS IN STATE LEGISL TION, 1952. Ann Arbor, University Michigan Law School, 1952. xvii, 580 $7.50.

This massive volume is the first o series from the Legislative Resea Center of the University of Michig Law School. It has been prepared w the aid of the staff of graduate resea associates with special financial supp from the William W. Cook Endowm Fund. Further volumes are anticipa biennially.

It deals only with state statutes of type which it calls private law statu and rounds up the 1949, 1950 and 19 output of new statutes covering ten s jects of special interest to lawyers s as "Defamation by Radio," "Right Dissenting Shareholder," "Recipro Support Legislation," and "Photograp Copies as Evidence" with a thoroughn which makes each one a considera book in itself.

Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Accounting

A STANDARD CLASSIFICATION OF MUNICIPAL ACCOUNTS. Chicago 37, National Committee on Governmental Accounting, 1953. ix, 129 pp. $3.00. (Apply Municipal Finance Officers Association, 1313 East 60th Street, Chicago 37.)

Budgeting

AN ADMINISTRATIVE CASE STUDY OF PERFORMANCE BUDGETING IN THE CITY OF LOS ANGELES, CALIFORNIA. By George A. Terhune. Chicago 37, Municipal Finance Officers Association, 1954. 32 pp. $1.25.

Building Codes

STATE BUILDING CONSTRUCTION CODE APPLICABLE TO MULTIPLE DWELLINGS. GENERALLY ACCEPTED STANDARDS APPLICABLE TO STATE BUILDING CONSTRUCTION CODE. New York 19, New York State Building Code Commission, 1953. 132 and 15 pp. respectively.

City Councils

YOUR GUIDE TO THE COUNCIL OF THE CITY OF PHILADELPHIA. Philadelphia, Bureau of Public Information and Service, Office of the City Representative, October 1953. 11 pp. Illus.

Codification

THE CODIFICATION OF SCHOOL LAWS. Washington 6, D. C., National Education Association of the United States, Research Division, *Research Bulletin,* February 1954. 47 pp. 50 cents.

Cost of Living Adjustments

COST OF LIVING PAY ADJUSTMENT PLANS. By Ismar Baruch. Chicago 37, Civil Service Assembly of the United States and Canada, 1953. 6 pp. $2.00.

Council-manager Plan

A MODEL COUNCIL-MANAGER ORDINANCE FOR BOROUGHS AND TOWNSHIPS IN PENNSYLVANIA. Pittsburgh, University of Pittsburgh, Institute of Local Government, 1952. 10 pp.

RECENT COUNCIL-MANAGER DEVELOPMENTS AND DIRECTORY OF COUNCIL-MANAGER CITIES. Chicago 37, The International City Managers' Association, 1954. 32 pp. $1.00.

Democracy

BROWNSON ON DEMOCRACY AND THE TREND TOWARD SOCIALISM. By Lawrence Roemer. New York, Philosophical Library, 1953. xvi, 173 pp. $3.75.

A FREE SOCIETY: AN EVALUATION OF CONTEMPORARY DEMOCRACY. By Mark M. Heald. New York, Philosophical Library, 1953. xii, 546 pp. $4.75.

Employment

EMPLOYMENT TRENDS 1942-1951 IN THE NEW JERSEY–NEW YORK–CONNECTICUT METROPOLITAN REGION. New York 17, Regional Plan Association, *Regional Plan Bulletin,* March 1954. 16 pp. $5.00.

Federal Government

ORGANIZATION OF FEDERAL EXECUTIVE DEPARTMENTS AND AGENCIES. Report of the Committee on Government Operations. 84 pp. Organization of Federal Executive Departments and Agencies (chart 176" x 93"). Washington, D. C., United States Government Printing Office, 1954. 25 and 20 cents respectively.

Home Rule

CONSTITUTIONAL CITY HOME RULE IN NEW YORK. By W. Bernard Richland. (Reprinted from *Columbia Law Review.*) New York City, Columbia University, March 1954. 27 pp.

Judiciary

JUDICIAL ADMINISTRATION—1953. By Sheldon D. Elliott. (Reprinted from (*1953 Annual Survey of American Law.*) New York 12, Institute of Judicial Administration, 1953. 15 pp.

SUMMARY OF STATE PRACTICES IN PUBLISHING OFFICIAL STATE REPORTS. (Results of survey on problems connected with publication and distribution of official state reports on court decisions.) AR-

RANGEMENTS IN THE STATES FOR PUBLICATION OF OFFICIAL REPORTS OF COURT DECISIONS — SUMMARY OF COMMENTS FROM RESPONDENTS IN STATE COURTS OF LAST RESORT. Chicago 37, Council of State Governments, 1953. 5 and 11 pp. respectively.

STATE COURT SYSTEMS (Revised). Chicago 37, Council of State Governments, 1953. 30 pp. $1.00.

Nominating Petitions

THE CASE FOR AMENDING THE LAW ON DESIGNATING AND NOMINATING PETITIONS. (Submitted to the Members of the New York State Legislature.) New York 5, Election Reform Committee, 1954. 13 pp. (Apply the Committee, 1 Wall Street, Room 1338, New York 5.)

Politics

ESSAY IN POLITICS. By Scott Buchanan. New York, Philosophical Library, 1953. xiii, 236 pp. $3.75.

Population

THE POPULATION OF PHILADELPHIA AND ITS METROPOLITAN AREA. General Characteristics and Trends. Philadelphia 7, City Planning Commission, 1953. 16 pp.

President

COMPLETE HANDBOOK ON SELECTION OF PRESIDENTS. Vol. I: THE BASIC HANDBOOK; Vol. II: THE DEBATE HANDBOOK; SUPPLEMENT. By J. Weston Walch. Portland, Maine, J. Weston Walch, 1953 and 1954. 188, 220 and 70 pp. $3.00, $3.00 and $1.50 respectively.

Records

RECORDS MANAGEMENT PROGRAM—RULES AND REGULATIONS. RECORDS RETENTION SCHEDULE FOR MUNICIPAL AND COUNTY OFFICES (Revised). Trenton 7, New Jersey State Department of Education, Division of the State Library, Archives and History, 1953 and 1954. 15 and 4 pp. respectively.

Roadside Development

TRENDS IN ROADSIDE DEVELOPMENT. By Park H. Martin, Patrick J. Cusick, Jr., and Wesley H. Hottenstein. (Addresses presented at Roadside Conference, Pi burgh 1953.) Media (Pennsylvan Pennsylvania Roadside Council, 1 13 pp.

State and Local Government

PLEDGES AGAINST THE FUTURE.[1] Review of the State's Standing Comm ments to its Local Governments. Har burg, Pennsylvania Economy Leag Inc., 1954. 17 pp.[1]

STATE AND LOCAL GOVERNMENT UTAH. A description of the struct operations, functions and finances of branches of state and local governmen Utah—their departments, commissi and agencies. Salt Lake City 1, U Foundation, 1954. 202 pp. Clothbou $2.00, Paperbound: $1.50.

Statistics

STATISTICAL ABSTRACT OF THE UNI STATES 1953. Washington 25, D. Superintendent of Documents, U. S. G ernment Printing Office, 1953. 1041 $3.50.

Taxation and Finance

THE LIMITS OF TAXABLE CAPAC By Dan Throop Smith, Rowland Hughes, etc. (Symposium, Tax Instit November 1952) Princeton, New Jer Tax Institute, 1953. viii, 184 pp. $5.0

1955 FISCAL YEAR LONG-TERM CAPI IMPROVEMENT PROGRAM, State of Ma land. Baltimore 2, Maryland State Pl ning Commission, 1953. 88 pp. 50 ce

PAYROLL DEDUCTIONS MADE BY M NICIPALITIES. A Survey of the Pract of Selected Cities in the United St and Canada. Chicago 37, Municipal nance Officers Association of the Un States and Canada, 1954. 4 pp. 50 ce

SHOULD THE FEDERAL GOVERNM ADOPT A UNIFORM MANUFACTURERS' CISE? (Forum Pamphlet Seven.) Robert S. Ford, Fred Maytag II, Che M. Edelmann, E. C. Stephenson Alexander Wiley. Princeton, N Jersey, Tax Institute, 1954. 32 pp. cents.

[1]See editorial, page 228, this issue.

NSIDE THE OFFICE . . .

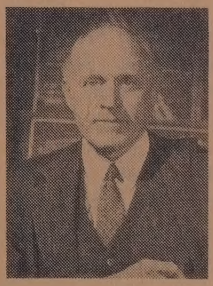
Herbert Emmerich, director of the ublic Administration Clearing House nd former League Council member, alled on Alfred Willoughby and ichard S. Childs recently. . . . **Villiam H. Bulkeley,** new League ouncil member and president of the ellogg & Bulkeley Division, Connecti- ut Printers, Inc., conferred with the taff about gaining broader financial upport in the Hartford area. . . . On is recent trip to Kansas City, to make reliminary arrangements for the No- ember Conference on Government, **llen H. Seed, Jr., traveled 5,000 miles** to visit Tulsa, New Orleans, hreveport and Dallas.

L. P. Cookingham, city manager of Kansas City, Missouri, and League Council member, paid a call recently. . . . **Jack Wilson and Bob Cenedella, NBC script writers** working on the Scranton and Daytona Beach stories for the weekly series of **League-sponsored radio broadcasts,** consulted with the staff on their scripts. The series began on Sunday, April 25, and will continue through mid-June, originating in New York at 1 P.M., Eastern Daylight Time. Most stations are broadcasting the program when received, others rebroadcasting later on Sunday. New Orleans has been added to the list of nine cities whose stories of citizen action are being dramatized.

Alfred Willoughby and L. P. Cookingham.

Alfred Willoughby, Herbert Emmerich and Richard S. Childs.

Spencer Miller, Jr., former assistant secretary of labor and former League Council member, visited the office recently. He said that after his stay in Washington he realized how important it is for America to improve its local and state government. . . . **Alfred Willoughby** attended meetings of the board of the **Public Administration Service** and of the **American Committee for Intermunicipal Cooperation** in Chicago.



Spencer Miller, Jr.

J. W. Baker, president, Commercial National Bank of Shreveport, and **Lester W. Kabacoff** of New Orleans will assist the League's finance committee in developing business interest in the NML in their areas. . . . Assistant director **John Bebout** spoke recently before the **Paterson, New Jersey, Junior Chamber of Commerce** on forms of municipal government. He also addressed the **Charter League of New Rochelle, New York,** on municipal politics and its relationship to state and national politics.

Metropolitan Problem Discussed

A discussion of the metropolitan area problem and its continuing relationship to the National Municipal League was held on March 27 at the Statler Hotel.

The group considered the specific projects in this field the League might undertake both alone and in cooperation with other groups. It also explored the areas of basic research necessary for a thorough understanding of the metropolitan area problem.

Attending the meeting were Coleman Woodbury, author and consultant; Victor Jones, associate professor of government, Wesleyan University; Charlton F. Chute, vice-president, Southeastern Division, Pennsylvania Economy League; and Joseph E. McLean, Woodrow Wilson School, Princeton University. Alfred Willoughby, executive director; John E. Bebout, assistant director; John P. Keith, senior associate; and William N. Cassella, Jr., League Staff Fellow, represented the League.

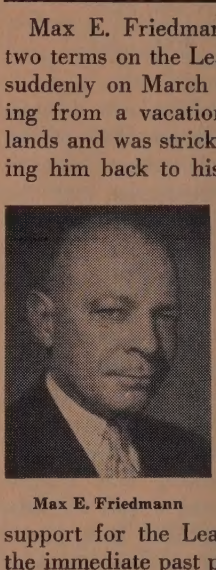
League Moves Uptown

After fifteen years at 299 Broadway, the National Municipal League moved its offices to a more central and convenient location at 542 Fifth Avenue, New York 36, on April 24. The new offices are on the fourth floor of a building at 45th Street and Fifth Avenue, three blocks from Grand Central Station.

The League was "bumped" by the New York City Housing Authority, which will occupy ten floors of the Broadway building.

Max E. Friedmann Dies Suddenly

Max E. Friedmann, 64, who serve two terms on the League's Council, die suddenly on March 31. He was retur ing from a vacation in the Virgin I lands and was stricken on a train brin ing him back to his native Milwauke



Max E. Friedmann

Mr. Friedma was on th League's Counc from 1947 to 194 and from 1951 1953. He was member of th Finance Comm tee and largely r sponsible for i itiating a drive obtain busine support for the League's program. A the immediate past president of the Cit zens' Governmental Research Bureau i Milwaukee, he was an important civ force in his city.

Mr. Friedmann was president of E Schuster & Company, Incorporated, o erators of three department stores. H was a trustee of the Milwaukee A Institute for 32 years and a member the Community Welfare Council of Mi waukee County. He was succeeded c the League's Council by Philip K. Ro inson, vice president, Northweste Mutual Life Insurance Company.

Considering the metropolitan area problem are, left to right, Coleman Woodbury, Charlton Chute, John Keith, John Bebout, Joseph McLean, Alfred Willoughby, Victor Jones and William Cassella.